SOCIAL WORK IN GREATER CLEVELAND

How Public and Private Agencies Are Serving Human Needs

•

By LUCIA JOHNSON BING

PLANNED AND PUBLISHED BY THE WELFARE FEDERATION OF CLEVELAND

HV1795
B56
1938

HV1795
B



M.C. MIGEL LIBRARY
AMERICAN PRINTING
HOUSE FOR THE BLIND

SOCIAL WORK

IN

GREATER CLEVELAND

How Public and Private Agencies
Are Serving Human Needs

By LUCIA JOHNSON BING

Planned and Published by
THE WELFARE FEDERATION OF CLEVELAND

FEDERATION OF CHARITIES AND PUBLIC LIBRARY

HV1795
B
cop. 1

Copyright 1938
WELFARE FEDERATION OF CLEVELAND
CLEVELAND, OHIO
U. S. A.
All rights reserved.



PRINTED IN U. S. A.

FOREWORD

On behalf of the Welfare Federation of Cleveland

THIS book represents a new venture for the Welfare Federation of Cleveland. While our great city has been building its skyscrapers and factories, expanding its industries and commerce and increasing its population it has not been blind to the fact that these changes have had an important effect on the people who live here. The citizens of Cleveland have been conscious that people living in a high speed age such as ours and in the crowded cities face different and larger problems of life than those living on farms and in rural communities. Many misfortunes may befall them that are not of their own making and the effects of which they are powerless to correct. During the years many associations and societies have been formed by socially minded men and women to help these people out of their trouble. And so, along with Cleveland's industrial advance there has been great progress in meeting these new human problems which are made more difficult by the crowded, fast moving life of a large city. These associations or societies are called private social agencies. Meanwhile the governments of our nation, state, county and city have been doing more and more of this kind of work.

The story of how these public and private social agencies have grown, how they have fitted themselves into the changing life of the community is an interesting and dramatic one. But the organization is so complex and has grown so gradually that it is difficult for the public in general to understand just what part each one has in this dramatic advance toward creating a social order to go with this industrial age. What do these agencies do? What people do they help? How do they do it? How do they decide which agency will perform a certain task, and how do they work together while they are doing it?

This book is written with the hope that it will give to the students of our schools a clearer idea of what must be done to adjust human beings to the changing conditions of our present life and that it will inspire in them a desire to prepare themselves to attack courageously and effectively the greater social task that lies ahead.

This volume is the result of many months of careful study and hundreds of interviews with persons engaged in actual social service in Cleveland and familiar with its history. We believe it is as accurate a picture of what Cleveland has done and is doing as it is humanly possible to paint. It should be remembered, however, that as conditions change there is a constant change of relationship among the agencies. What we are trying to show here is how the social problems of the community are solved rather than to name and describe the particular agencies that may be engaged in the work at any one time.

In selecting a person who has to perform this difficult task, the Welfare Federation sought one who had some personal knowledge of the history of social work in Cleveland, who had taken an active part in it and who was fitted by temperament and training to state in understandable terms, the facts and principles involved in the growth of Cleveland's social program.

We were fortunate in securing for this purpose the services of Mrs. Lucia J. Bing. Mrs. Bing has been an active worker in the social agencies of Cleveland and is familiar with their history. She was formerly superintendent of the Division of Charities of the Department of Public Welfare of Ohio and has been nationally recognized as a student of social problems.

H. H. GRISWOLD, President,
Welfare Federation of Cleveland.

FOREWORD

On behalf of the Cleveland Public Schools

THE life of society has been compared to a "seamless web" which is as "wide as the world and as deep as time." Moreover knowledge of society is not inherited; all that an individual knows of society he must learn during his lifetime. It is the function of the social studies to assist the pupil in seeing his relationship to the social web in order that he may make those adjustments in his behavior which are essential to his own success and to the well-being of society.

If pupils are to get a satisfactory picture of the social web, they must supplement their study of the remote by a study of their local community, and relate what they study to their own experience. Within the range of the eyes of the pupil, in areas directly observable by him, is being enacted the drama of changing America with almost a complete cross-section of its problems. The study of Cleveland furnishes a rich area for the development of social concepts.

Especially significant should be the story of Cleveland's attempt to organize cooperatively for the improvement of social conditions. A book which describes in popular and non-technical language the purposes and plans of institutions and agencies which are engaged in social work has been needed for a long time. Social work as one of the newer vocations needs to be interpreted; its complexity has often been a source of confusion to the teacher, the child, and the layman.

This book deserves, and will receive from teachers, an enthusiastic reception. Its author is eminently equipped, by training, experience, and temperament, to tell the story of Cleveland's efforts to meet changing social conditions, which grow increasingly complex. Teachers have often requested material of this sort.

We welcome this book in the belief that the young people of today wish to know the facts, and that once they see them clearly they will be able to face them squarely. Between the lines they may read of the heroic efforts of far-sighted men and women struggling against great odds to build a city of good will. High school students are capable of seeing beyond themselves and their families to the community. They are at heart democratic and idealistic. They believe in organized effort and enjoy mutual cooperation. They are at an age when the story of social work should make an especial appeal. There are many reasons, therefore, to welcome this story of social work in Cleveland.

ALLEN Y. KING,
Supervisor of Social Studies
Cleveland Public Schools.

Digitized by the Internet Archive
in 2017 with funding from
American Printing House for the Blind, Inc.

https://archive.org/details/socialsorkingrea00luci

ACKNOWLEDGMENTS

Others shall sing the song,
Others shall right the wrong,—
Finish what I begin,
And all I fail of win.

—Whittier.

THIS book was planned and conceived by as fine a committee as ever shed light on a dark world—social workers, board members and school officials. It has not just one leg to stand on but a thousand. Four to five hundred persons have contributed ideas, information, and illustrations. The material has been checked and double checked and still another year might be spent with profit to make the story live more vividly and appeal with more fascination to the young and unprejudiced minds for whom it was written. It is an unfinished story to which more will be added year by year as the crusade against ill health, misfortune, vice, and crime continues. Some who read may sneer and say "Why are they not as I?" Some may grow thoughtful and begin to wonder. Perhaps some may understand and be moved by a superior power of imagination and social sympathy really to understand. So many problems are yet unsolved, so many lions still block the path of progress that it remains for the best minds of another generation to think more clearly and to see farther than has yet been done.

Especial thanks are due to Mrs. Frank Sexton, Mrs. Stanlee Bates, Mr. Allen Y. King and Dr. Robert Navin for their never-failing interest as committee chairmen. The writer is deeply indebted to Mr. Edward D. Lynde, Executive Secretary of the Welfare Federation, to Mr. Hal H. Griswold, President of the Federation, to Miss Inez Potter, Supervising Assistant in charge of Junior High and elementary school libraries, Cleveland Public Library, and to Mr. Allen Y. King for reading and criticizing the manuscript. For preparation of the chapter on Camping, thanks are due Mrs. Willard Watts, a former Girl Scout, who was for several months my efficient secretary. Many other individuals too numerous to name but who will live long in the writer's grateful memory have contributed to the preparation of this book, and to them as well as to the committee, the author is happy to acknowledge her indebtedness.

October 1938,
Cleveland, Ohio.

LUCIA JOHNSON BING.

COMMITTEE ON INTERPRETATION OF SOCIAL WORK TO THE SCHOOLS
WELFARE FEDERATION OF CLEVELAND

Mrs. Stanlee T. Bates
Miss Anna B. Beattie
Mr. G. A. Bowman
Mr. Lawrence C. Cole
Mr. J. E. Fintz
Miss Bell Greve
Dean Harry N. Irwin
Mr. Allen Y. King
Dr. A. K. Loomis
Rev. Robert B. Navin, D.D.
Miss Inez Potter
Mr. Kenneth Sturges
Mr. Harold Tune
Mrs. Frank E. Sexton
Mr. Henry L. Zucker
Mr. Edward D. Lynde
Miss Ruby I. McCallum

Table of Contents

Chapter 1. Social Work: What It Is and Why We Have It 11

Chapter 2. Public Relief 14

Chapter 3. Federal Work Program for Youth 27

Chapter 4. Family Welfare Service 31

Chapter 5. Service and Relief to War Veterans 44

Chapter 6. Care of the Homeless and Transient 48

Chapter 7. Public Provision for Dependent Children 53

Chapter 8. Institutions for Dependent Children 60

Part I. Institutions for General Care 60

Part II. Training Homes for Older Boys and Girls 69

Part III. Daytime Institutions 74

Chapter 9. Foster Home Care for Children Under Private Agencies 77

Chapter 10. Protective Services for Youth 84

Chapter 11. Mental Health and Mental Illness 97

Chapter 12. Delinquency and the Juvenile Court 110

Chapter 13. Social Group Work 117

Chapter 14. Social Settlements 119

Chapter 15. Youth Organizations with National Affiliations 136

Chapter 16. Camping 146

Chapter 17. Public Provision for Recreation 149

Chapter 18. Vocational Guidance and Adjustment 160

Chapter 19. Services for the Physically Handicapped 164

Part I. Services for the Blind 164

Part II. Services for the Crippled and Disabled 173

Part III. Services for the Deaf and Hard of Hearing 183

Chapter 20. Hospitals and Dispensaries 187

Chapter 21. Public Health Agencies Privately Supported 204

Chapter 22. The Cooley Farms 216

Chapter 23. Care of the Aged and Infirm 220

Chapter 24. Community Planning for Social Work 230

Chapter 25. Training for Social Work 246

Illustrations

Sharing is the principle behind public relief 16
Direct and work relief expenditures 25
N. Y. A. promotes opportunities for youth 29
The hard-pressed family has problems beyond food and shelter 32
Stranded people bring their troubles to the Travelers Aid 51
The child with possibilities for good and evil 55
Graph to show prevailing ages of children under care of County Child Welfare Board 57
Parmadale—An aerial view of the picturesque grounds and many cottages of the Catholic "Children's Village" 62
Bellefaire—The beautiful campus of the Jewish Orphans Home 64
Training in health habits is of first importance in Day Nurseries and Nursery Schools 74
The child who wants a home and to belong to somebody 78
The healthy-minded boy will find it easy to decide what to do 98
Chart showing declining rate in juvenile delniquency since 1918 112
Entrance to Juvenile Court Building 114
A marionette show requires many skills and much cooperation 121
"Vision", by William J. Edmondson 137
Girls camping in the Metropolitan Park watch a sparrow hawk 147
Play space is valuable for development of strength and character 150
Cleveland Metropolitan Park and Boulevard System 155
Group Work Agencies: 1937 159
Wanted—Training and opportunity for work 162
In a world of darkness where feeling must take the place of seeing 166
The blind must read with their fingers 170
Beds on wheels to follow the sunshine at Rainbow Hospital for Crippled Children 177
Teaching rhythm through vibration at Alexander Graham Bell School for the Deaf 184
Aerial view of the sixteen buildings comprising Cleveland City Hospital 193
Seal of the Visiting Nurse Association 205
The Visiting Nurse brings health and courage 207
Anti-Tuberculosis League Cross 209
Some of the buildings at Cooley Farms, City Welfare Colony, Warrensville 218
Something to love and tend in one of Cleveland's many homes for the aged 226
In federation there is strength 230
Chart showing Agencies, Councils and Committees in the Welfare Federation of Cleveland 241
Number of inquiries at Social Service Clearing House 242

Chapter 1

Social Work: What It Is and Why We Have It

Where there is no vision, the people perish.—Proverbs.

SOCIAL work is organized service for the good of society. It is a form of welfare work because it aims to promote the general welfare in the community. The community, which may be as small as a neighborhood or as large as a city, is any group of people affected by common conditions, who are dependent on each other for their well-being.

Society is the general term for a large group of human beings trying to live together in orderly fashion and to maintain themselves decently. Society seeks to maintain and perpetuate itself. This it cannot do if any considerable number of people fall below an acceptable standard of health, comfort and decency.

As population increases and particularly as cities grow bigger, social work becomes more necessary. When large numbers of people live crowded together, sometimes hundreds of families in a few city blocks, disease can spread easily. Children need out-door play space with grass, trees, and room to run. In much of Cleveland they are forced to play on the streets and sidewalks, or in corridors or on stairs. More Cleveland school children die from accidents than from any one disease. Among young people, however, there are more deaths from tuberculosis than from accidents or any other disease. Both accidents and tuberculosis can be prevented. More people of middle age are killed by tuberculosis, heart disease and cancer, than by accidents.

There is an alarming number of murders among people around the age of thirty. A great number of shootings, burglaries and robberies take place, endangering both life and property. In 1936, the Cleveland police made arrests equal in number to one tenth of the city's population. To be sure, some persons were arrested more than once and many arrests were for traffic violations, but these, too, endangered life and property.

In the year 1935, poverty and unemployment in Cleveland sent one family out of three to ask relief. In December of that year 38% of the families in Cleveland and 30% of the families in Cuyahoga County were on relief.

Poverty makes for sickness and sickness only increases poverty. Thus the hospitals and dispensaries have been rushed in recent years with work for people who had no money to pay.

Six out of every 1000 children under 21 years are cripples. There are 1000 blind persons in Greater Cleveland. One out of every 21 persons is mentally ill some time during his life.

Organized effort to fight such conditions is social work. Persons employed by the city, the county, or by agencies in the Community Fund to do this work are known as social workers. Those who work exclusively on health problems as they affect the community are called public health workers. They are doctors, nurses or sanitary officers who have had special education to prepare them to deal with conditions which undermine health or spread disease.

A course in social studies should enable the student to discover what have been the prevailing standards of health, comfort and decency over a long period of time. It will show him how these standards have changed according to geographic location, economic conditions, the historic traditions and cultures of the population.

Social work is the organized effort to bring up to the accepted standard of living those individuals, families, or groups of people who fall below the standard and tend to pull down the level of community life.

The social well-being of a community, or the standard of living, should rise with new inventions and devices which lessen the monotony and drudgery of work and increase the comforts of life. It is as if an airplane were trying to take off into the air. As it rises slowly, it has to resist the pull of gravity from the earth. It meets with increasing resistance from the air, as its speed increases. There are pockets and uneven air currents which make its progress bumpy.

A skillfully built engine is necessary for the successful takeoff, and an expert navigator to keep the plane to its course. If the engine lacks some of its parts, or the feed-line refuses to work, or if the pilot loses his head, the plane may crash.

A community is like a plane wanting to mount but requiring harmony in all its parts, and cooperation in the building and steering of its course. There are storms and uneven pressures to be met. Social work tries to reduce the number and violence of the storms and to serve as pilot to some who may be lost in the fog or frightened by the bewildering storms of life. Each individual wants to be his own pilot but unless he can keep his gasoline tank full; unless he flies with knowledge of the rules, he may not only crash his plane but through collision cause others to crash.

Social work is sometimes called an applied social science; that is, a science which attempts to apply its principles to conditions in human life for the betterment of society. This book seeks to show that social work has definite guiding principles; also that study and training are required to master them. However, because conditions are constantly changing, the methods of social work must change also, although the fundamental principles remain.

Social work as an occupation is on the way to becoming a profession for large numbers of people. It was listed as a vocation for the first time in the U. S. census of 1930. It has this difference from most vocations, that the persons employed are paid by the community or by one class of people for the benefit of another. For instance, private physicians are employed by their patients, attorneys by their clients, but social workers are employed by the city, county or state government, or by a board of directors representing the community for the sake of promoting the well-being of the whole. Certain agencies are now considering whether or not their clients might be represented on committees to give them a share in management.

Social work should be distinguished from alms-giving, benevolence, charity and relief. The giving of alms in olden times was a religious obligation. The donor of alms to the poor often thought more of gaining credit in the next world than of improving conditions in this.

Charity, as taught by the Jewish and Christian religions, included the idea of love or friendship. In its noblest form it involved the idea of sacrificing for another.

Benevolence is the attitude of well-wishing. It is the attitude of those who cannot enjoy happiness while others are unhappy. It is sometimes regrettably accompanied by feelings of superiority in one class of society toward another.

Social work is much more than the granting of relief. By relief is meant supplying the necessities of life, as food, clothing and shelter. Social work includes the granting of relief, where needed, but much social work has no connection at all with relief.

Social work has all the spirit of the Good Neighbor but is designed to meet conditions too big and far-reaching for the efforts of any single individual. Social work is backed and supported by organized groups. Sometimes the group is a voluntary one, as with the Associated Charities, the Catholic Char-

ities Bureau or the Jewish Social Service Bureau. It is then called *private* social work because it is paid by private funds. Sometimes the group is authorized by law and is a department of government, as with forms of Social Security. Then it is called *public* social work or *public* welfare because it is supported by tax money from *public* funds. Private funds depend upon the interest, unselfishness and prosperity of those who contribute voluntarily to welfare work. Public funds are collected by law from all who own property, make profits in business, purchase taxable goods or enjoy income or salaries beyond a certain amount.

There are many forms of social work (see Table of Contents) each of which has its purpose and plan of work. In all we find this in common: an organized effort to promote the welfare of the community by providing services which will help to maintain decent standards of living; to safeguard against disease; to provide opportunity according to the ability of the under-privileged; to inspire endeavor; and to encourage wholesome relations in the family, in industry and in society.

Social work is an adventure. It is a challenge to those who love to explore, to find new and better ways to do things. It is a challenge for courage, strength and persistence, equal to those of the Knights of the Crusades.

The following pages will describe some of the adventures of those who have engaged in this gallant fight. Our present-day civilization has been called selfish, money-mad, materialistic. In the support and encouragement of public health and social work, we see another side of the picture which shows the best in human nature. By sympathetic support of these agencies in times past, Cleveland has earned the title, the City of Good Will.

Chapter 2

Public Relief

For We are Members One of Another—St. Paul.

DISTRESS may be of many kinds but the need for food, clothing and shelter is a basic common need. Attempts to relieve such distress by the use of public funds have been called *relief,* or *poor relief.* Before public money can be raised or used to help those in distress, a law is required. In England and the United States, laws of this kind have been called *poor laws* until recently when they are commonly spoken of as *relief* laws.

Influence of English Laws

Laws have been passed in every state in this country making support of the very poor a public responsibility. These laws are based largely on customs in England. Certain principles of the Ohio poor law, for instance, go back to the time of Queen Elizabeth. It is a question whether they are suited to present-day conditions.

To understand these laws it is necessary to turn back the pages of history. In the Middle Ages men worked on the estates of the feudal lords who had gained possession of the land by grants from the king. The workers were attached to the land and were forbidden to move. Their living was provided from crops and other goods they helped to produce. They had no money. The feudal lord was expected to care for all who lived on his estate when there was famine, sickness or trouble.

After the terrible plagues of the fourteenth century, called the Black Death, labor was scarce. Half the population of England is believed to have died. The peasants began to demand wages in money and to leave their lords to go where better conditions offered. Men were attracted to towns as new crafts and trades grew up.

The workers suffered great hardships in struggling to free themselves, in wandering around for work, and in trying to adapt themselves to town life. They no longer had the benevolent protection the feudal system had given them. The feudal lords tried in vain to hold them on the land. Begging was often punished as a crime. For one offense a man was sometimes whipped publicly, for a second offense his ear might be cut off, and for the third offense he might be killed.

With the passing of time still other changes came about. Manufacturing began, which meant literally "making things by hand," but later came to mean making things by machinery. As machines were invented, factories began to appear. Men flocked to the factories, and towns grew into cities. Families, who had been able to raise their food and wool for clothing when they lived on the land, could not support themselves in cities. Work was not plentiful nor steady. Wages were low and poverty increased. Few captains of industry assumed the same kind of responsibility for their workers that had been borne by the land-owners.

Through the Middle Ages, the church in England did a great deal to relieve distress but when the church lands and properties were seized by Henry VIII, father of Queen Elizabeth, the church became so poor it had little to give.

Poor Laws of Queen Elizabeth

As the number of wandering, unattached and destitute people grew, the first law was passed which provided for support of the poor out of public taxes. This was the poor law of 1601 in the reign of Queen Elizabeth. It was the beginning of a series of laws

which tried to check increasing poverty and to fasten the responsibility upon local governments which had been carried formerly by the feudal lords and the church.

Ohio Poor Laws

Traces of these early English laws are seen in the Ohio poor laws. Persons who need temporary or partial relief are the responsibility of the city, or in rural territory, the township.

Those who need total and long-time relief are the responsibility of the county. There is sometimes an uncertainty as to which unit of government should be responsible, especially if persons have moved their residence frequently. The responsibility depends upon their "legal settlement" (lawful residence for purposes of relief).

By the law of legal settlement, Ohio today tends to fasten people to a certain residence. This law states that a city or township may give relief only to those persons who have had at least one year's residence in a county ***without receiving help*** from either a public or private agency;* or if they have changed residence within the county, persons must have resided three months in the new city or township ***without help*** before they may gain a new settlement and the right to relief.

Suppose a miner in Southeastern Ohio loses his job because the mine is worked out. Perhaps he cannot get work in any other mine because there may be already too many miners. If he leaves his home county in the search of work, falls sick, or fails to find work immediately, the authorities in the place to which he goes will usually return him to the county of his residence to avoid giving him relief.

In order to discourage workers leaving the land in olden times, the English laws made proof of extreme poverty necessary. Relief was distributed in such ways as to make it a disgrace. Two hundred years ago it seemed to many people right and natural that destitute people should be allowed to die as a means of preventing over-population of the earth. It was considered a "natural law" that only the strong should survive. To receive public relief was to be disgraced as a ***pauper***. Paupers lost many of their rights and might not be buried in "consecrated ground." Their graves were dug in the "potter's field."

One would like to believe that every man who tried hard could look after himself and support his family. However, a thoughtful person can understand that conditions may arise which bring poverty to people through no fault of their own. A person may be desperately anxious for work and not be able to secure it. A man may be killed in an automobile accident and leave a widow and children with only enough to pay funeral expenses. A worker may develop tuberculosis and require treatment for months or years.

Public Relief in Cleveland Before the Depression of the 30's

Caring for the poor in institutions is called ***indoor*** relief. Aid given to people in their own homes has been called ***outdoor*** relief. In the early days of Cleveland's history, people in need were cared for most often by private charity (described in Chapter 4). However, the public Infirmary, built in 1837, cared for many kinds of helpless people all under one roof (indoor relief). As supplementary to the Infirmary, until the year 1922, Cleveland maintained a department of outdoor relief with offices in the basement of City Hall. Here arrangements could be made for the burial of persons who died without means to pay for funeral expenses. Shoes for school children, coffee, sugar, flour and other necessary groceries or clothing were given to the very poor. From 1922 to 1933 this department was closed and relief was left to the private agencies. In 1933 the Federal Emergency Relief Administration required the re-establishment of a public agency in order to spend federal funds. Plans to provide relief during the most severe and

*A law, enacted July 1938 to run through 1939, required at least three years' residence in the state.



Sharing is the principle behind public relief.

prolonged depression the country has ever suffered marked a departure from the old poor relief procedure. A new consciousness of the responsibility of government toward the victims of prolonged unemployment began to appear.

EMERGENCY RELIEF 1930-1938

Depression Started 1929

The recent great depression may be said to have begun in October 1929, with the crash of the stock market. The city government had appropriated no funds for direct relief since 1922. Cuyahoga County was supporting certain definite types of relief, as relief for the blind, the tuberculous, soldiers and sailors, and mothers' pensions. The State of Ohio had felt no responsibility for relief other than provision in institutions for the insane, feeble minded and epileptic.

As the depression grew in size and extent, more and more persons appealed for relief. Something had to be done. All over the country, work was ceasing, savings were exhausted, banks had failed, and need for relief grew enormously. World conditions were bad. Other countries could not buy our wheat and cotton.

Federal Aid Under R. F. C.

The first federal aid was granted in President Hoover's administration. Loans under the Reconstruction Finance Corporation (RFC) were made not only to banks and hard pressed business but also to political subdivisions in danger of bankruptcy. Both loans and outright grants were made in 1932 to enable cities and counties to meet the mounting cost of relief work. The federal government also purchased great quantities of wheat and cotton for which there was no market in industry. These supplies were turned over to the Red Cross for distribution. For a while mills and factories were kept at work making the wheat into flour and cotton into cloth.

So many families were unable to purchase milk that the dairies and milk distributors found themselves with a large sur-

plus on their hands. This they donated to emergency milk stations, set up by the relief agencies, to which people brought their own containers.

In order to receive garments, flour, or milk, people had to bring cards from the Associated Charities or other relief agencies who knew their needs were genuine. The chart on page 25 shows how the need kept growing from 1929 to 1933.

Larger staffs were needed and very much larger funds. The City of Cleveland was asked to assume its obligations for outdoor relief under the Poor Law but the officials preferred to raise what funds they could and to appoint the Associated Charities and the Jewish Social Service Bureau their agents for spending them. The Associated Charities divided its work into two sections; (1) for unemployment relief, and (2) for family welfare problems where advice and guidance were needed more than relief. For the latter work, only thoroughly trained and experienced social workers were used. For unemployment relief, the supervisors and intake staff were experienced, trained workers, but their "aides" who were called in for the emergency, were mostly college graduates who had to be given what training they could get on the job.

Efforts to Raise Money Locally

One source after another was appealed to for money. The Community Fund raised special relief funds by private subscription in November 1930. These funds were not enough. In April 1931, the Cleveland City Council voted $330,000 in relief bonds which was increased during the year to a million dollars. On November 3, the voters passed a one mill county relief levy and on November 24, the Community Fund went over the top with subscriptions totalling $5,680,000. It seemed as if everything was being done that could be done locally by private philanthropy, the county, and the cities in the county. Still the trouble grew.

Local Work Relief Program

The old idea that poverty was due to unwillingness to work gave rise to the practice in early days of requiring a ***work test*** before granting relief. The Cleveland Wayfarer's Lodge required homeless men and transients to work in a wood yard for a meal or night's lodgings. Work relief as developed during the depression of the 30's had quite a different purpose. It was stimulated by a most genuine demand from those on relief for work, and the wages of work, instead of orders for goods of any kind.

In the fall of 1930, the Cleveland City Council appropriated funds to employ men on work relief. The Park Department was authorized to register applicants for work who were male heads of families resident in Cleveland. From October 9 to 11, 6500 persons registered. On November 14, upon a second chance to register, 11,200 men applied.

The men were summoned to work in three day shifts. It took three weeks to allow each of the first 6500 men one assignment. Due to severe weather it took another entire month to give the men of the second registration a short assignment. They were paid 60 cents an hour for an eight-hour day, three days a week. There were no opportunities for women to work and no indoor work for men unable to do heavy outside work. There were a few instances of serious exposure.

This work relief program which began October 13, 1930, ended April 14, 1931. As near as is known, 16,000 men had been given an average of 12 days of work during the winter and had earned $57.60 each. The amount spent for materials, tools and supervision, added to wages, brought the total spent to $1,111,960. Due to the way in which the men were selected and the failure to investigate the extent of need in their homes, the program did not result in reducing to any marked extent the number of families on direct relief. Moreover, the psychological value of work was lost when men were unable to receive steady employment.

Attempts to Stimulate Private Employment

During the winter of 1930-31, a Committee on Industrial Employment, appointed by the Mayor of Cleveland, undertook to persuade business firms to "stagger" employment. To stagger employment means to use more men by dividing work into shifts instead of using a smaller number all the time. A second Committee on Private Employment campaigned for odd-jobs and found work for some 2500 persons varying from a half day to permanent employment in some cases.

Winter of 1931-32

In the fall of 1931, the county organized a work project using $300,000 of county and state repair funds to tile and fill in ditches on county roads. Another registration of the unemployed was made in 1932 and from these lists men were chosen for work in the city parks. For a short season, approximately 3000 men a month were enabled to earn their relief. At the same time, the state highway department required that 60% of all its labor should be drawn from relief rolls.

Relief Gardens

Land for raising garden vegetables was made available to the unemployed from 1931 to 1935. One or more managers trained in agriculture were employed each summer under the direction of the Supervisor of School Gardens. Funds were supplied at first by donation and the Associated Charities, later by the County Relief Administration.

State Obliged to Act

The State of Ohio previous to 1930 had never taken any responsibility for outdoor relief. The state Department of Public Welfare was concerned only with institutions, except for the work for dependent children in rural areas.

In the fall of 1930, Governor White appointed a voluntary Relief Committee consisting of the Adjutant General as chairman, the state Highway Director, the state Director of Finance and two private citizens. One of the latter was Dudley S. Blossom who had been Director of Welfare for the City of Cleveland for several years. An executive for the committee was supplied and salaried from the state Department of Education.

In 1931 the State Legislature appropriated $50,000 to the state Department of Education to enable children to attend school. It also passed the Pringle-Roberts Act permitting cities, townships and counties to borrow money and issue bonds for emergency relief and poor relief of statutory types. By statutory relief is meant aid of the kind already prescribed in the laws (statutes) of the state.*

In March 1932, Governor White was obliged to call a special session of the Legislature. On April 5, 1932, the Legislature passed a law creating a state Relief Commission to serve without salary until March 1933. This Commission was to supervise state plans for relief, to distribute any additional funds that the Legislature might vote in the future, and to cooperate with federal and local governments.

The Legislature passed two other important laws providing money for relief. The first law permitted counties and cities to use for relief their share of the money raised by the state tax on gasoline and automobile licenses. The second law permitted counties to borrow money against future collections of the tax on public utilities such as telephone, gas and light companies.

Citizens Relief Committee In Cuyahoga County

In 1931 the Welfare Federation and Community Fund had sought the advice of Attorney A. V. Cannon as to ways and means of finding money for public relief. He gath-

*Mothers' pensions, temporary support and medical relief to non-residents; maintenance of county infirmaries and county childrens' homes; boarding children in foster homes; poor relief and burial of the indigent by townships and cities; care of the sick poor in hospitals.

ered around him an informal committee which became very active. In January 1932, Mr. Cannon was made chairman of a Citizens Relief Committee to represent the Community Fund, the Board of Education, the city officials and the County Commissioners. To this committee was assigned the difficult task of producing funds sufficient to keep people from suffering and want, and of persuading each public body to carry its full share of responsibility up to the limits of the law.

Famous "100 Days" 1933

When the year 1933 rolled around, conditions were so much worse that Congress and the newly elected President Roosevelt jumped into action. For one hundred days after President Roosevelt's inauguration, Congress responded whole-heartedly to his leadership.

The Act creating the Federal Emergency Relief Administration was signed by the President on May 12, 1933. On May 22, Harry L. Hopkins was named Federal Administrator. An appropriation of $500,000,000 was made available for the states from the Reconstruction Finance Corporation. Half this amount was to be given outright to distressed states provided they could prove their resources exhausted. The rest of the appropriation was to go to the states on a matching basis.

The Ohio State Relief Commission previously appointed by the Governor was made the agent for the Federal Emergency Relief Administration in Ohio. It became the State Emergency Relief Administration.

Large amounts of money were now to become available in Cuyahoga County from the federal government. Who was to spend them? Suddenly in July of 1933, the Federal Relief Administrator, Mr. Hopkins, ordered that no federal money could be spent by any but a public agency. Neither Cleveland nor Cuyahoga County had a public agency for outdoor relief.

C. C. R. A. Established August 1933

The Cuyahoga County Relief Administration (C.C.R.A.) was created in August 1933. The Associated Charities had been keen enough to anticipate the need for a public agency. It had previously separated its work on unemployment relief from its work with family service problems (see page 17). Thus it was able to offer to the county its staff of 1000 employees in the Unemployment Division. The Executive Secretary of the Associated Charities became the Director of the new County Relief Administration. The Jewish Social Service Bureau which had been sharing with the Associated Charities the responsibility for distributing public relief funds, also turned over its relief work to the new public agency. The establishment of this new county relief agency was a turning point in the local relief situation. It marked the end of the distribution of public funds for relief by private agencies and the beginning of distribution of such funds by a public agency.

During this period of transfer, the needs of 33,000 families were met only by day and night activity. Offices and office equipment had to be provided. A whole system of bookkeeping, auditing and checking accounts was set up. Spending public money, every penny of which must be accounted for, first on county books, then on state books and finally on federal books, required a system of checking and re-checking which furnished many people work but which occasioned irritating delays. Furthermore, because it was a new sort of work, it required experimenting and frequent changes before it became efficient. The strain on the social workers was tremendous. They were each responsible for as many as 125 to 175 families, and neither they nor their relief families could always see the reason for the frequent changes.

The Citizens' Committee, which had previously helped to raise relief funds, now took on additional duties by action of the Board of County Commissioners and the State Relief Commission. This committee, under the

chairmanship of Mr. A. V. Cannon, was made responsible for the management of relief in Cuyahoga County.

The endless conferences with the Cleveland City Council and its Finance Committee, the Mayor, the County Commissioners, and their Budget Clerk, the repeated trips to Columbus to the Governor and the Legislature, and finally to Washington, so told upon Mr. Cannon's strength that he died from a heart attack in October 1934. He was succeeded by Mr. Marc Grossman who had been vice chairman of the committee and before that, president of the Jewish Social Service Bureau. Mr. Grossman served until the summer of 1936 when he resigned and was succeeded by Mr. Hal H. Griswold who served until the state and county relief commissions expired in 1937.

Federal Government Launches P. W. A.

In June 1933, the Public Works Administration was created under Secretary Ickes of the Department of Interior. It was planned to provide employment and to assist in the restoration of purchasing power by the construction of permanent and useful public works. Public Works Administration (P.W.A.) projects were known as heavy construction work and required an outlay for materials, equipment and skilled labor far beyond other work relief programs. Cleveland had the benefit of several housing projects and river and harbor improvements, known as "federal projects" and financed wholly by the United States Government.

In addition, Cleveland and Cuyahoga County had many "non-federal" projects financed jointly by local communities and the U. S. Government under P.W.A. Cleveland projects included improvements on school buildings, miles of water mains, improvements at sewage disposal plants, a new refuse incinerator and garage, completion of the Huron Road Hospital, metropolitan park improvements, street improvements, and new sewers.

During the year 1938, work was planned on the Main Street Bridge to cost an estimated $5,566,000.

C. W. A. Created November 1933

In November 1933, the President created the Civil Works Administration (C.W.A.) to be financed with P.W.A. funds and carried out under the National Industrial Recovery Act of 1933 (N.I.R.A.). This Act (N.I.R.A.) was intended to hasten business recovery by raising wages, increasing the purchasing power of the nation, and eliminating unfair competition through placing all members of an industry on an equal basis as to hours of work and wages for labor.

The C.W.A., designed to furnish work for 4,000,000 unemployed, was the most tremendous program of public work ever undertaken up to that time. Hours of labor and wage rates were fixed by the Washington office. All work projects were to be of such type that they could be started and completed quickly. At least 50% of the workers must be taken from relief rolls. The other 50% could then be filled by the public employment office from those who were unemployed and needy but not yet on relief.

For the first time provision was made for white collar jobs and for women workers. Such jobs were paid from state or local funds as P.W.A. funds could be used only for construction. Women workers were used for sewing and distributing garments to families on relief. Clerical help was furnished schools and public offices. Health campaigns were undertaken. Libraries used many women for cleaning, repairing, and sorting books. Old public records were sorted, indexed and filed. Recreational programs and social surveys of various kinds and varying values were attempted.

How Unemployment Stops Purchasing Power

When people lose their jobs and wages stop, of course they must either stop buying or buy on credit. When the stores lose their

customers or extend credit (i.e. charge accounts) until they have no money coming in to pay their clerks, they stop buying goods from factories. Then the factories stop work because they have no orders for goods and they begin to discharge their help. This still further increases the number of unemployed and the vicious circle is complete.

"Priming the Pump"

The federal government's plan to start factory wheels humming again was to provide work, and wages for work, sufficient to start people buying again. In this way a demand for goods other than just food would begin again. Once well started, it was hoped that private industry could keep going. The program for public works under the P.W.A. and the C.W.A. was called "priming the pump" by President Roosevelt.

In April 1934, the C.W.A. ended. A smaller work relief program was continued, less expensive to administer, with the men paid barely enough to meet physical needs. It was hoped they would now return to private employment. This program continued in limited fashion through 1935.

F. E. R. A. Created April 1934

When the C.W.A. ended its work program the federal government created the Federal Emergency Relief Administration under Mr. Harry L. Hopkins to distribute funds and set up standards for direct relief.

In January 1935, a new governor in Ohio discharged the former state Relief Commission and set up a new one. This Commission was later discharged and the F.E.R.A. assumed control of relief in Ohio and appointed Professor C. C. Stillman of Ohio State University its representative.

Cash Relief in 1935

It was under this administration that cash relief was substituted for supply orders whenever it seemed helpful to the family. Cash relief was no new thing. It had been used without question by public relief agencies in taking care of special groups like soldiers and sailors, widowed mothers and children. Cuyahoga County Relief Administration had begun using cash for carefully selected families some time before. Social workers were required to discuss budgets with each family, explaining that if money was not spent as agreed upon, relief would be discontinued. Very many of the relief families had been accustomed to buying economically during their independence. They could take advantage of sales and satisfy individual or nationality tastes. It helped them regain their self-respect because it was not necessary for anyone to know they were on relief. Best advantage of all, it restored their initiative through the necessity of making decisions for themselves.

In order to help families in the selection and preparation of low cost foods and clothing, the Associated Charities, and later the Cuyahoga County Relief Administration, employed a well-trained home economist as supervisor.

Peak Relief Load, July 1935

In July 1935, the number of families and lone men receiving relief in Cuyahoga County numbered 76,610 beside some 9000 on Federal Work Relief projects. During 1935, $26,240,000 was spent in the county, almost all of which came from the federal government.

W. P. A. Created in 1935

In June 1935, federal funds for direct relief began to be cut and preparations were made for a vast public work program under the new Works Progress Administration (W.P.A.). All projects were to have definite value and workers were to be assigned according to ability.

In August 1935, cash relief was abandoned and grocery orders used again because cash was not available and the agency was obliged to resort to credit. To turn the support of direct relief back to the state and county was bound to be slow and difficult.

In November 1935, when only 9000 men had been put to work, the Federal government suddenly ordered that Cuyahoga County's entire quota of workers, about 54,000, be placed on W.P.A. jobs by December 1. On that date all federal money for direct relief was scheduled to stop. Hope for assigning workers according to their skills on carefully planned projects was thrown overboard. In one grand scramble the stupendous task of assigning and notifying 35,000 individuals was accomplished in one week's time.

Federal funds for direct relief were withdrawn on November 30, 1935. In the following January the State Legislature made an appropriation of $11,500,000 for relief. It was to cover a period of seven months and to be taken from the general fund and from the sales tax of 3% on all purchases. Cuyahoga County had about 20,000 families and single men who could not be assigned to W.P.A. jobs. Its share of the state fund was inadequate to meet the need.

Evictions as Evidence of Distress

It was not until 1936 that the Relief Administration under the County was able to provide adequate allowance for rent. Part of this rent allowance took the form of credit on the landlord's tax bills; part of it was paid in cash. Previous to 1936 real estate interests suffered severely. Their leniency with tenants was generous for the most part. At one period, however, as many as six to eight hundred families a month were being evicted from their homes by landlords to whom considerable back rent was due.

Bills for gas, electricity and city water were serious problems. From June 1935 to June 1936, the volume of critical situations with landlords and public utilities was so great that a separate Department on Public Relations in the Cuyahoga County Relief Administration was made necessary. The Cleveland newspapers helped tremendously by interpreting to the public the many difficult problems.

Cuts in Spring of 1936

In February 1936, reductions were made in relief. In March, 25% of the relief staff was dismissed (about four hundred persons). In the spring of 1937, the State Relief Commission passed out of existence with the expiration of all the emergency relief legislation. The County Relief Administration also ceased to exist and direct relief, except for non-residents and those permanently and totally disabled, was left to the cities and townships as it had been under the antiquated poor laws of the State.

EMERGENCY DIVISION OF CHARITIES AND RELIEF

City of Cleveland

Central Office—5716 Euclid Avenue
Broadway Office—8200 Harvard Avenue
Buckeye Office—2650 East 89th Street
Detroit Office—6509 Detroit Avenue
Doan Office—11806 Superior Avenue
Lake Office—4403 St. Clair Avenue
West Office—3167 Fulton Avenue
Wilson Office—2587 East 55th Street
Distribution Center—2135 Superior Avenue
Sewing Center—2135 Superior Avenue

A relief department for the Cleveland city government was organized in May 1937 as the Emergency Division of Charities and Relief. It is a subdivision of the Department of Public Health and Welfare, and is a cooperating member of the Welfare Federation of Cleveland. As this book goes to press some people believe that the word "emergency" should be dropped from the title. Under the present state laws local government has a permanent responsibility for furnishing relief to persons in need.

The Department of Public Health and Welfare has offices in the City Hall, but relief headquarters are temporarily located at 5716 Euclid Avenue. Seven district offices have been opened in different sections of the city, as convenient as possible to centers of distress.

During the winter of 1937-38, the relief situation passed through one crisis after another. Employment which improved during the first part of 1937 began to fall off in the early fall. By winter a serious recession was

in full swing and new applications for relief in Cleveland averaged 1800 a week during January and February of 1938. Though the State Legislature was twice called into special session to furnish state help to the distressed cities, money was provided sufficient only for a short time.

The City Council repeatedly transferred funds from other divisions or departments to support the relief work. It indicated a willingness to vote new taxes for relief, but could not induce the State Legislature to pass an enabling act to permit it. All relief was stopped for several weeks, except for extremely urgent cases.

Six new certifying offices were set up in different parts of the city to recommend persons for work under the Works Progress Administration (W.P.A.). Meanwhile the relief offices recommended certified families eligible for the surplus commodities purchased with federal funds. It became a common sight to see people standing in lines two blocks long, waiting for an occasional bit of fruit, vegetables or canned goods.

In mid-summer the Legislature adopted a program for 1938-1939. The amended Senate Bill No. 465 provided for appointment of a relief director through 1939, and other bills made temporary provision for relief funds. Only 12% might be used for administration. By this law clients were required to appear before a notary public and swear to facts concerning their need. This had to be done every three months. Grocery orders could no longer be sent to them. Clients must call for them at relief offices twice a month.

State funds were distributed to the counties largely on the basis of the tax duplicate, and were distributed from counties to cities according to the number of persons on relief. The law concerning residence required a client to have lived in the county ninety days and in the state three years. This conflicted with the law of legal settlement which required only one year. The new law specified a maximum amount that might be allowed for the payment of rent. The state auditor and his staff were given authority not only to watch relief orders before they were given out, and to set up accounting procedures, but also to investigate the eligibility of persons on relief.

Many persons who do not understand why so many families are on relief should know that there are two distinct groups. In one, lack of employment at a time of business depression is the only difficulty. In the other, there are reasons which have little to do with the depression. A recent study of the families on the city relief rolls showed that in more than 50% of the families on direct relief, the mother or father was unemployable because of chronic illness, old age, or some physical disability, or because the mothers were obliged to stay at home to care for children. In 42% of the relief families, mothers were head of the family. In addition there are families in which temporary illness and accidents interrupt employment.

COUNTY RELIEF BUREAU

2905 Franklin Avenue

After the expiration of the state emergency relief laws in Ohio in the spring of 1937, the unified County Department of Relief was abandoned and the County Commissioners were obliged to operate under the old poor relief law. They accepted responsibility for giving relief to persons who might be (1) permanently disabled and totally dependent and (2) those without legal residence in Cuyahoga County.

In the summer of 1937, the County Commissioners began the organization of a new County Relief Bureau, which is now a cooperating member of the Welfare Federation. In contrast with organizations whose main concern is for families, the Bureau's main concern is with *individuals* who are helpless. Gradually the work has been shaped under the following four main divisions, each with a staff of workers qualified for the particular duty of that division.

1. Care of the Permanently Disabled and Totally Dependent

The person who is unemployable, totally dependent and permanently disabled is accepted as a County responsibility. He is given medical care, clothing, food and shelter, as long as he requires. Special diets and proper housing are provided as needed, under the supervision of medical social case workers, aided by a graduate nurse and home economist.

2. Nursing Care

Persons with chronic (long time) or incurable illness, who have no one to care for them in their own homes, were formerly boarded by the County in private nursing homes. Since November 1938, the County has provided a central institution at 2905 Franklin Avenue, known as "The Nursing Home," under the direction of two graduate nurses.

3. Care of the Mentally Ill

Persons who are destitute and unemployable because of feeble-mindedness, epilepsy, or mild insanity are aided by the County. If they do not need to be in institutions, but yet cannot support themselves, they are boarded in family homes under the supervision of psychiatric social workers.

4. Care of Non-Residents

If a family in distress has not lived in the county long enough to establish residence in Cleveland or any other city or township in Cuyahoga County, it is the responsibility of the County to furnish relief until arrangements are made with the place of legal residence for their return. These are the only *families* to whom the County Relief Bureau gives relief. Transient and homeless men are cared for at the public Lodge (see page 49) or at Brush Farm.

Future Development

The director of the County Relief Bureau looks forward to a time when many of the county dependents and disabled will be kept happily occupied in sheltered workshops where they can be taught to produce things the County can use. A beginning has been made by furnishing sewing for some of the women. The various small shops in the Lodge are expected to be increased so that disabled, dependent men in the community may come there for sheltered employment.

WORKS PROGRESS ADMINISTRATION (W.P.A.)
1273 Ontario Street

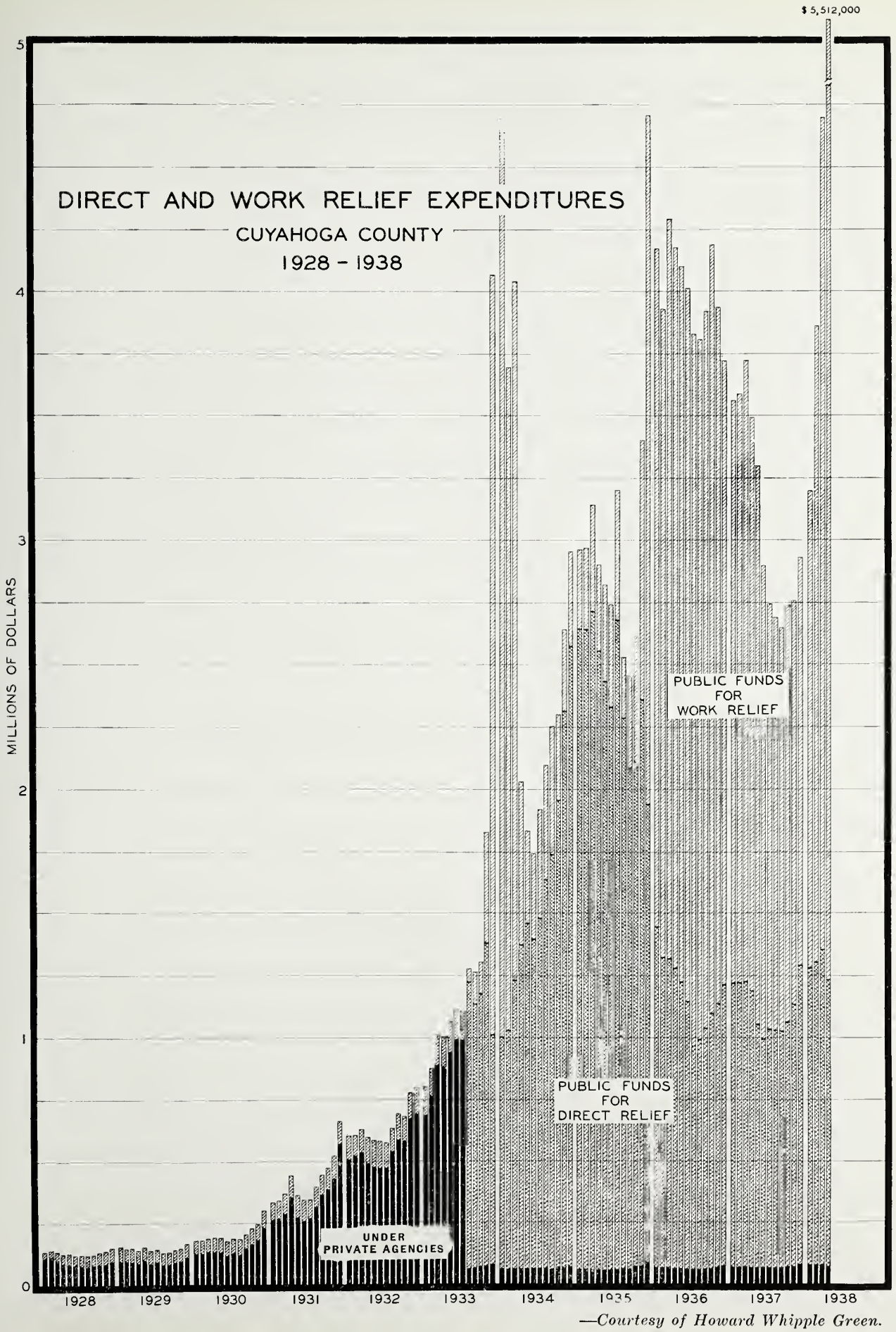
The federal government began providing funds for a huge work relief program in 1935, with the hope that it would be needed only for a short time. As private employment began slowly to increase in 1936 and early in 1937, appropriations to the Works Progress Administration (W.P.A.) were reduced, but the recession in 1937-38 made large new appropriations necessary.

During the summer of 1938 unemployment and work relief in Cuyahoga County was costing more than $6,000,000 a month. Between January and August 1938, applications for work relief at the city relief offices reached 137,000, of which 68,000 were certified, in addition to 22,000 already employed. Work for so many was not to be had. By mid-September 1938, 78,000 were employed.

Ohio's quota under W.P.A. was several times increased and Cuyahoga County had the largest percentage in relation to population of any county in Ohio. Men were permitted to work only a limited number of hours. All common labor was paid alike, whether the men were single or heads of large families. No two people were accepted from the same family.

Wages which would support a single man would not support a large family. Occasionally city relief had to be used to supplement work relief. There were also gaps between projects when the men were out of work and city relief was again their only help.

Public opinion at this time seemed to support President Roosevelt's assertion that the "dole" (direct relief) was un-American; that "the American way" was to provide work,



—*Courtesy of Howard Whipple Green.*

and that if private industry could not provide jobs, then the government must. The difficulty was to find enough money to pay wages, to provide sufficient work of a desirable nature and steady enough to keep up good work habits. It was particularly hard to find projects on public work sufficient to employ all the women who were heads of families.

GOVERNMENT RELIEF UNDER THE SOCIAL SECURITY ACT

In 1935 it was hoped that funds provided under the Federal Social Security Act for certain classes of people, who could not be expected to work, would make much direct relief unnecessary. These classes included dependent children, needy blind persons and the needy aged past 65. In addition, the federal government provided insurance against unemployment and old age. Not enough time has elapsed to indicate what the result will finally be. Another type of aid is the unemployment insurance in Ohio, which becomes available according to the state law in 1939. However it is estimated that only half of the population which is capable of employment is covered by insurance.

As this book goes to print (1938), relief for these special classes, direct relief and work relief are all administered in Cuyahoga County under different agencies.

DIVIDED RESPONSIBILITY FOR RELIEF WORK

The period since 1935 has witnessed two significant changes in the relief program, both of which result from action taken by the federal government. In 1935 most of the assistance furnished to needy persons took the form of direct relief and was managed by a county relief agency spending federal, state and local money. Today 80% of the relief load is carried by the work relief program of the federal government, known as W.P.A., in the administration of which neither the county nor the state has any direct part.

During the same period a second development has taken place under the Federal Social Security Act. Three or more special classes have been selected for partial help out of federal money, but the administration of these kinds of relief is handled by the counties and states instead of by the federal government. Direct relief is still granted but cares for only a small part of the total relief load.

In Ohio administration of direct relief has been distributed among the cities and townships. It is no longer aided by support from the federal government, but is financed entirely by the State and its local subdivisions.

Chapter 3

Federal Work Program for Youth

A boy's will is the wind's will
And the thoughts of youth are long, long thoughts.
—Longfellow.

THE CIVILIAN CONSERVATION CORPS

"SORRY, nothing doing!"
"No jobs—not a chance in the world."
"Step along—no loafing here."

Rebuffs like these met young people at every turn, from 1930 to 1933. Thousands of boys and some girls took to the road. Starting hopefully in the spirit of adventure, these boy and girl tramps of America ran into hard experiences. They went hungry. Their clothing wore out. They suffered from exposure. They associated with older hardened hoboes. They ran into terrific temptation. Everywhere they were unwanted, told to pass on.

On March 31, 1933, the Congress passed the Emergency Conservation Work Act creating the Civilian Conservation Corps (the three C's or C. C. C.) for the double purpose of providing work for young men and of conserving forests, parks and other such resources. The rapidity with which the plan was put into action was made possible through the cooperation of many departments, all of which saw the urgency of the need. An advisory council was appointed from the Departments of War, Interior, Agriculture and Labor.

On April 7, the first quota of 25,000 men was called. By April 17, the first C. C. C. camp called "Camp Roosevelt" near Luray, Virginia, in the George Washington National Forest was occupied. By July 2, approximately 300,000 men were in forestry, park and soil erosion camps throughout the country. The first enrollments in Ohio were made between May 26 and July 1, 1933. Ohio's share was 13,620.

The original quota for the country was a quarter of a million young, unmarried men. To this was added 25,000 older experienced men (L.E.M. "local experienced men"), 28,000 homeless and unemployed war veterans, and some 14,800 Indians in camps on the Indian reservations. On August 31, 1935, the C. C. C. reached a peak strength of half a million men. On October 31, 1935, Ohio had 24,697 young men in camp.

Requirements

Applicants were required to be young unmarried men, "desirable citizens" in need of employment, willing to enroll for six months. For awhile men from 18 to 28 years were eligible. Since September 1, 1937, the age limits have been from 17 to 23 inclusive. As this book goes to press (October, 1938) the camps are being continued, though reduced in number to about half what they were. The preference is given to those whose families are on relief. When there are unfilled vacancies those "in need of employment" may apply, even though their families are not on relief. There is a long waiting list at present. Applications and assignments are handled through the Cleveland City Relief Department for all of Cuyahoga County.

Allotments

Each boy is expected to send his family or needy relatives $20 to $25 from his monthly pay of $30. If there is no needy family, this amount may be deposited to the boy's credit until he is honorably discharged from camp. Cuyahoga County has sent 2000 boys a year to the C. C. C. It is estimated that nearly $5,000,000 in allotments was returned to families in Ohio during 1935.

Camp Management

The U. S. Department of Labor is responsible for quotas and requires every boy to be registered with the State City Employment Service. The War Department examines, enrolls, transports, outfits and gives the boys physical training; has charge of camp construction, discipline, sanitation, medical care and leisure time activities. The Office of Education cooperates with the War Department on educational courses. The Department of Agriculture directs work projects in forestry, soil conservation, wild life and game refuges, drainage, and fire protection, while the Department of Interior has charge of C. C. C. work in State and National parks.

Story of Camp Life Told by Cleveland Boy

Here is the true story of what camp life meant to Albert P., a Cleveland boy as he told it to William Delaney, a student at the School of Applied Social Sciences.*

Albert was one of a large family. He found the streets a better playground than the cramped quarters of his house, and there were no other places to play.

After he had completed the ninth grade he decided he had had enough of school. He was able to pick up a few odd jobs from time to time but his parents thought he should be earning more. He found it eased tension in the home if he remained away as long as he could. Consequently his time was spent on the street corner in company with other boys who frequently came into conflict with the police.

Albert realized that if he held to his present course he was likely to end in serious difficulty. Yet, what was he to do? One could not join a gang and then go off and "leave it flat."

He had now given up the weary task of looking for work. There were no more jobs to be had. His father, too, had lost his job and the family were on relief.

The C.C.C. was set up and Albert enrolled. He did not know what the experience would be like; he did not care. It would be something different, and it would help free him from the gang. Possibly, too, his allotment money would help those at home, so Albert went to camp.

He remained two and a half years and liked it. At first the camp life was very strange. He had never seen a "real woods" before, and spent much of his leisure time studying animal life. Camp gave him more opportunity for recreation than he had ever enjoyed before. He found his health improving, due to the regular life and work in the open. The five dollars he received as his portion was not quite enough but he was satisfied that the twenty-five dollars that went home were helping there. He got along well with the other boys in camp and enjoyed hearing them tell their past experiences. To him camp was a real vacation. . . "Camp is like home should be," he said.

In the C.C.C., Albert felt a degree of self respect, a pride in accomplishment he had not experienced before. He saw himself definitely helping out at home. He felt that his family at home had a greater respect for him. It all helped to give him more confidence in himself.

*Condensed from "The CCC Through the Eyes of 272 Boys," Edited by Helen M. Walker and published by Western Reserve University Press.

NATIONAL YOUTH ADMINISTRATION
Cleveland District Office
4300 Euclid Avenue

One especially serious result of the depression was the effect upon ambitious young people whose families could no longer afford to keep them in school. If they dropped out of school there was no work for them and they merely increased the number of the unemployed. A worry to their families, a worry to themselves, their idleness was full of dangerous possibilities.

College Student Aid Under F. E. R. A., 1934

To enable students to remain in college until graduation, a program of College Student Aid was begun in February 1934, under the Federal Emergency Relief Administration (F. E. R. A.). Fifty-three Ohio colleges and schools of art and music participated during the period from February to June 1934. Federal funds of $200,000 were used to aid 3750 students. The colleges were allowed to select the students and to assign them to useful tasks about the college, in return for an allowance of $15 per month.

During the school year 1934-35, the number increased until fifty-nine Ohio institutions were granting aid for 5100 students.

N. Y. A. Authorized, 1935

In June 1935, by executive order, President Roosevelt created the National Youth Administration. The Ohio state branch organization was set up in July 1935.



N. Y. A. promotes opportunities for youth.

Provision was now made for three types of aid to young people between the ages of 15 and 25:

(1) for college undergraduates
(2) for graduate students in college
(3) for the part-time employment of those who were not in school.

Whereas only young men were eligible for C. C. C., young men and also young women were eligible under N. Y. A. The C. C. C. naturally appealed most to those who wanted experience at work away from home; the N. Y. A. was for students and for youth at home. The N. Y. A. work program also stressed training.

N. Y. A. Projects in Cleveland

In January of 1936 the first young people were assigned to N. Y. A. projects in Cleveland. The program was built around leadership for recreational activities, labor and vocational guidance. Later public service was added.

Recreation Project

During the year 1936, 200 young people were given training in a recreation institute and were placed on the playgrounds as assistants to the regular city playground leaders. There were also 400 young people assigned. to private social and recreational agencies in the city to do jobs ranging from leadership in recreation to maintenance of recreational buildings. In that year also a beginning was made in training young people for an orchestra, for pottery work, for a children's dramatic unit, and for Negro and White choruses.

In 1937 the orchestra and white chorus produced Gilbert and Sullivan's operetta, "H. M. S. Pinafore", for free public performances throughout the county.

The children's theater section handled all dramatic work with children and story telling for the City Recreation Department during the summer of 1937. On display at the Great Lakes Exposition in 1937 was an outstanding accomplishment of the Ceramics Project. This was a model of Tappan Dam in the Muskingum Conservancy District, which furnished a picture of flood control work. A project for the Association for Crippled and Disabled furnished training in occupational therapy to N. Y. A. workers and offered home recreation for crippled children.

Labor Project

The labor gangs graded and cleaned all of the existing playgrounds belonging to the City of Cleveland and, in addition, laid the ground work—such as removing dirt, grading and filling—on many other spots for future playground use. In the spring of 1936, the Department of Parks used N. Y. A. workers to remove the tussock moth from trees in Cleveland parks. In the Metropolitan Parks they built a wildflower trail, a bicycle path, a turtle pool, and a flagstone walk for the Nature Museum. In another project they manufactured concrete equipment needed in play areas, such as benches, drinking fountains, outdoor ping-pong tables, paving blocks, building blocks, horseshoe boxes, and curbing. Still another project for girls was carried on at Central Bathhouse, where the girls wove tennis and volleyball nets for use on city play areas.

Public Service Project

In the public service branch of the N. Y. A. approximately 200 young people were employed on clerical and messenger service for the Cuyahoga County Relief Administration. Another unit surveyed the city for the License Department of the city government. As a result, five new licensing ordinances were passed by the City Council. Other young people worked with the Cleveland Public Library staff to aid in bookbinding and clerical work. A crime survey brought up to date much of the statistical work of the Cleveland Police Department. Prior to this survey, there was no centralized filing department in the Cleveland Police Department. The N. Y. A. workers have recorded at one headquarters all crimes for 1935, 1936 and 1937 from the seventeen precinct files. Another unit has mapped the city by police beats and precincts, spotting on these maps the types of crime, where they occur, by whom perpetrated, and similar information.

Of particular service to social workers has been a two volume directory of the social and civic agencies in Greater Cleveland.

Chapter 4

Family Welfare Service

The family is fundamental and must endure.—James F. Jackson

Those agencies whose main concern is the welfare of the family and whose services are aimed to improve and strengthen family life are of first importance in any community. The family has long been considered the unit of society for which there is no adequate substitute. The home, which has been extolled in poetry, prose and song, is significant because it is where the family lives. Without a family and family affection, a home would be just a house, a building of wood, bricks or stone.

Two Agencies for General Family Welfare

The two agencies in Cleveland devoted entirely to the up-building of family life are the Institute of Family Service of the Associated Charities, and the Jewish Social Service Bureau. Many other agencies are also trying to prevent families from "cracking-up" but these two, which have been in existence a very long time, are recognized as the family agencies of first importance.

Before 1933 these two agencies were granting the bulk of relief, especially during the eleven years when there was no public relief agency. Since August 1933, when the city and county relief agencies began to operate, they have ceased to be considered relief agencies. It is true that both agencies still grant some financial assistance but only when it is a part of the service needed by the family. Those persons and families whose distress is due to unemployment or financial need are aided now through the public relief agencies. Those whose difficulties involve problems of family or social relations, discouragement, inability to accept responsibility, or to make adjustments to changed circumstances are the concern of the Jewish Social Service Bureau, if the family is Jewish, or in all other cases, the Institute of Family Service which aids people of every nationality, race and creed.

Case Work

Since every family has its own special problems, no two families will require the same kind of service. Social workers in the family service agencies must be as carefully prepared for their work as doctors and nurses are for theirs. No good doctor treats a man who is sick without knowing a lot about him. A social worker who works with members of a family, or with a person who is stranded without a family, tries, as a doctor does, to find out what is causing the trouble. Each family or each lone individual is a separate case. Whenever social workers are treating families or persons as separate cases, they are called case workers.

The case worker will gradually encourage the person in trouble to think things through for himself. She wants him to be able to steer his own course, but she has an expert's knowledge of the community and its resources which he does not have. She understands human nature, too, and can suggest ways for him to help himself and to understand himself better. The trouble may be due to something outside himself or it may come from feelings of unhappiness, inferiority, or a sense of confusion and uncertainty within himself.

Strain of Poverty on Character

Most any family could use the advice of trained case workers at times, but at present social case work is planned for those among whom financial strain increases other problems. Worry over not having enough to live



The hard-pressed family has problems beyond food and shelter.

decently frequently produces illness, friction, quarrels, and sometimes vice and crime. It is for the protection of the community, as well as for the individuals concerned, that social work should try to help families. As a matter of fact, it is wise economy for the community to give this service. It would cost very much more to have the family split up with the risk of having the children and old people become dependent on public aid.

Family Obligations

Every family, whether rich or poor, has problems. Brothers and sisters, parents and children, who love each other, may quarrel at times, but the families whose members live together happily for the most part, helping each other through thick and thin are the backbone of society. Society depends on families to care for babies, children, old people; to offer hospitality to friends; and to provide each and every member with a feeling of being wanted and of belonging to a mutually devoted group. In such an atmosphere, children develop wholesome personalities, sick people recover more quickly, and old people live happily although they may be physically feeble.

ASSOCIATED CHARITIES
INSTITUTE OF FAMILY SERVICE
Main Office—Community Service Building,
1001 Huron Road

Barnett Office—2740 Woodhill Road
Edgewater Office—7200 Detroit Avenue
Garfield Office—9201 Miles Avenue
Glenville Office—12422 Superior Avenue
Jackson Office—2911 Scranton Road
Sterling Office—2638 Euclid Avenue
Sewing Center—2525 Euclid Avenue

The name Associated Charities, which was appropriate in the last century when this organization for family service merged the work of several agencies, is now confusing to the public. The title, Institute of Family Service, more aptly describes its present purpose. The name for the association of all welfare agencies, of which the Institute of Family Service is one member, is the Welfare Federation.

HISTORY OF THE ASSOCIATED CHARITIES

The Associated Charities was organized in 1884. Back of that was a long history of good deeds which accompanied the giving of relief. The first organized relief was granted in the form of coal to the destitute families of workmen who had been employed in building the Ohio Canal in 1827. Help for sailors stranded in Cleveland was organized in 1830 under the American Seamen's Friend Society.*

Cleveland Bethel Union in 1869

In 1869 the Cleveland Bethel Union was organized to work among the families of sailors along the lake front. The constitution of the Bethel Union stated that those who "persisted in a criminal course of life, or in the use of intoxicating liquors, or the willfully idle shall not be considered as proper subjects for relief."

Ladies' Sewing Society, 1873

In 1873 a "large and efficient Ladies' Sewing Society" was established; also a free soup house. Arrangements were made to send out soup by horse railway to different parts of the city "in large cans during the winter."

Charity Organization Society, 1881

Meanwhile the Charity Organization movement, well established in London and other European cities, had come to this country and had been tested out in Philadelphia and Buffalo. In January 1881, a group of prominent Cleveland citizens established a new plan of charity organization with the following objects: "to reduce begging and poverty and to learn their true causes, to prevent unwise giving, to protect the community from imposture, to relieve all deserving cases of distress and to make employment the basis of relief." This organization back in the 70's "combined thorough investigation with a system of home visits" in order to encourage "self-respect, habits of thrift and better living."

The story of Kitty Gilman, a street beggar, is just one example of why they found careful, personal service necessary. There was evidently much vagrancy and street begging at that time and Kitty was "the boldest and most fertile in the business." When her rooms were visited by the police, "they found, stored away in trunks, hundreds of articles of clothing, among them one merino dress, much trimmed; one delaine dress; three chinchilla sacques; one breakfast shawl; one lady's cloth dolman; one purple alpaca dress; one elegant wrapper, garnet colored."

Even before the horse-car days when ladies wore shawls, the "Bethel Home and Lodging for Sailors" was established near the lake in connection with a mission. In the same location the Wayfarers' Lodge of later days was maintained by the Associated Charities. Here many a stranded, homeless man earned a warm meal and a night's lodging in return for chopping in the woodyard.

Associated Charities Organized 1884

It was in 1884 that the Associated Charities was organized as a merger of the Bethel Union, with its work along the lake, and the Charity Organization Society which was trying to stop begging and relieve "all deserving cases." For thirty-six years, from 1874 to 1910, General James Barnett furnished never-to-be-forgotten leadership. Called Cleveland's Grand Old Man of Charity, his name has been perpetuated by the Barnett District office of the Associated Charities, in the Woodhill Road neighborhood.

James F. Jackson, Superintendent 1904-26

Another district, which serves the West 25th Street and Scranton neighborhoods, is called Jackson District after James F. Jackson, who was General Secretary for twenty-two years beginning in 1904. Mr. Jackson is remembered as the Great Organizer of Good Will. He brought modern social work to

*Condensed from "Fifty Years of Family Service", Historical Sketch of the Associated Charities, which sets forth in a quaint language the charity of a by-gone day.

Cleveland. Giving had been abundant and sentimental but he made it efficient and humane.

In 1905 Mr. Jackson began a training class for social workers that they might be prepared for their difficult work. These classes were continued until 1916 when they were taken over by the new School of Applied Social Science at Western Reserve University.

In 1904 the Associated Charities had four workers. By 1924 it had 112 workers. Its budget had grown from $7,500 to over half a million dollars in the attempt to keep pace with the enormous growth in Cleveland's population which by this time included people from every country of Europe.

First Home Economists

During the World War, in January 1918, the Associated Charities placed on its staff the first home economist in this part of the country. She was financed by the Women's Alliance of the First Unitarian Church to work with individual families to help make their money stretch as far as possible. She organized a committee under the Mayor's War Board to teach food conservation to foreign-born women who found it difficult to use strange new foods they did not like. In the fall of 1918 came the influenza epidemic which left weakened health conditions in its wake. A second home economist was added through the generosity of the Cleveland Federation of Women's Clubs which had long been interested in providing milk for under-nourished children. A third home economist was financed for a time by two Presbyterian churches for a certain district where tuberculosis was prevalent. These workers taught the essentials of homemaking and of child care, wiser expenditure of money, selection and preparation of the right kind of foods. The home economists are today valuable members of the staff.

Sewing Center

In 1919 a Visiting Sewing Teacher was added, assisted by a volunteer Sewing Center Committee, an up-to-date version of the Ladies Sewing Society of 1873. The Sewing Center procures second hand clothing, supervises its making-over by needy mothers who are paid through a work fund (made possible by special endowment), and promotes volunteer sewing for needy families among several hundred clubs and church groups.

Until the close of 1922, the City of Cleveland had accepted a public responsibility for poor relief. On January 1, 1923, the Outdoor Relief Department in the City Hall was abandoned as an economy measure in the belief that the money was needed to maintain new buildings at the City Hospital. This increased the burden upon the Associated Charities until, in 1933, a year's budget was literally eaten up in a month. On July 31, 1933, the Associated Charities had twelve district offices and a staff of over 1300. Relief and service to 40,000 dependent families was possible because of public funds contributed by city, county and state governments. On August 1, 1933, the Cuyahoga County Relief Administration was set up with emergency funds from state and federal governments. To prevent delay in the service and to maintain efficiency, the Associated Charities turned over to the new agency the greater part of its staff, its records and its utmost good will. During the difficult years of the depression when it was hard to secure funds, when the regulations of the public agency were constantly changing, when the pressure of political influence threatened efficient service, the Associated Charities continued its close interest, active cooperation, and patient understanding of the difficulties of the Emergency Relief Administration.

Associated Charities Has Been a Parent Organization

The Associated Charities has been the parent organization for many younger agencies. It has had an active interest in the well being of the whole community from its earliest days. It has been willing to begin new work to meet new needs and then relin-

quish that work as soon as a public agency or another private agency could take it over.

Among the agencies mothered by the Associated Charities which were later set upon their feet or supported by other means, are the following:

Wayfarers Lodge for the Homeless, since taken over by the County.

The Charities' Directory, later published for several years by the Cleveland Foundation.

Clearing House or Social Service Exchange, now a part of the Welfare Federation.

Training for social work, now a graduate School of Social Work in Western Reserve University.

Community Christmas, now in the Welfare Federation supported by the Cleveland newspapers, clubs and churches.

Free Employment Service, now supported by city, state and federal government.

Relief work in depression years, carried by city, county, state and federal governments since 1933.

The following additional agencies were established with the encouragement of the Associated Charities which released experienced staff members to head the new work:

Cleveland Chapter of the American Red Cross.

Cuyahoga County Department of Mothers' Pensions (now Aid to Dependent Children).

Society for the Blind.

Association for the Crippled and Disabled.

Tremont Service Center.

Cleveland was slow to set up a public agency for relief and family welfare just because the Associated Charities and the Jewish Social Service Bureau were efficient and commanded respect from the entire community. Superintendent Jackson of the Associated Charities once said to his board of trustees: "the only hope of avoiding the unnecessary multiplicity of charities is to have one charity sufficiently in the public confidence to enable it to assume, or induce others to assume, provision for new needs as they arise."

Name Changed to Institute of Family Service

When the granting of relief became the obligation of the public agency, the Associated Charities adopted the name, Institute of Family Service. It now maintains six district offices, served by a highly skilled staff emphasizing service rather than relief.

Developing Resources within the Person

The study of human behavior and human relations has been making rapid progress in recent years. Just as when medical science developed, physical disease came to be understood as something to be conquered, rather than a disgrace to be endured; so now with emotional and social ills. Cure in either instance depends in large measure on the person himself but often he cannot accomplish a cure alone. A person may become as paralyzed by fear as by physical disease. When he has the pluck and good sense to take his troubles to a social worker, he has already taken the first step toward recovery. By talking over his difficulties with a sympathetic but impartial person, he can get his troubles outside himself, where he can see them clearly. On the other hand, by mulling them over alone he is more likely to become bitter, bewildered, unable to get along with anyone.

Stories like the two that follow show what case workers can do to help in situations where the trouble comes for the most part from external circumstances. Often there is a combination of difficulties. Case workers must be able to recognize the possibilities and the limitations that lie within the person, as well as to know how his environment may be improved.

Loss of a job causes a man to imagine the world is against him. He carries over his resentment into his family life. He may abuse his wife and scold his children, when they are not at fault. On the other hand, his wife may blame him for what he cannot help. In good times, the case worker may be able to find the man a job and so relieve the strain within the family. In bad times, the worker must understand the source of trouble and help the family to see it too. Then she may be able to get them to understand that the situation is not peculiar to them and that they can meet it more adequately than by talking of suicide, quarreling, and blaming someone who is not responsible. For the worker to lecture and moralize

does not help. It takes a real skill, one which gradually helps a person to find things out for himself and so to be able to accept them.

To give financial assistance only, is to give *relief* without case work. It is usually just a stop-gap. Case workers may give relief but they use it as a means of developing self-reliant personality, strengthening family life, and helping each person to find and give satisfaction in community relationships.

STORIES OF FAMILY SERVICE

Story of Katherine

A foreign father came to the district office asking the social worker to get a job for Katherine that she could hold. He complained that she was always losing her jobs, that she came home coughing, that she had to work so hard at housework that once she fainted on the job. He was working himself but, with several younger children, could not afford to have her around home doing nothing.

It looked to the case worker as if Katherine should not work. The parents seemed to have a great fear of doctors but, after some talk, finally agreed to let Katherine have an examination. She was found to have tuberculosis and to be utterly unfit for work.

The family were living in three small rooms in a congested district where there seemed little chance for Katherine to improve. Again the social worker's tact was required. At first, distrustful of doctors, the parents gradually came to see the advantages of right medical treatment for Katherine and consented to have her go to a sanatorium.

Story of John

John had a good job, was well paid, ambitious and in odd moments was completing his education, going to Fenn College. All the fellows thought he was fortunate that he had had a job straight through the depression.

Actually, John was carrying a tremendous burden. It wasn't that at twenty-two he resented having to support a mother and a sister and a worthless brother, and it wasn't any of the other troubles that boys of his age often do get into.

One day, the burden seemed more than he could stand. Walking past an Associated Charities office, he saw the sign, Institute of Family Service, and thought, "Well, if anybody ever had family troubles, I have them," and turned in.

Inside he found himself telling the case worker about his invalid mother, for years a widow, who was gradually failing with an incurable disease. She was needing more and more care. He couldn't afford to hire a nurse and his seventeen year old sister, who did the best she could with the housework, was crippled and far from strong. Finally, he blurted out his most horrible fear—lately he had been scared every minute he was away from the house. His only brother was "not all there" and seemed to be getting increasingly vicious. He was afraid of his attacking the crippled sister.

The case worker thought speedy action was indicated. She called in a Visiting Nurse to give care to the mother. She helped John to start proceedings to get his brother placed where he, himself, would be happier and away from the crippled sister—in the School for Feeble Minded at Columbus.

The case worker continued to advise John with the family problems and helped carry him through his great sorrow at the death, a few months later, of the mother he so dearly loved. A worker from the Association for Crippled and Disabled gave Rose, the sister, lessons in fine sewing and provided recreation for her through volunteer service.

No one likes to think what might have happened, had not this lad had timely, skillful, case work service.

JEWISH SOCIAL SERVICE BUREAU
Huron-Sixth Building

The Cleveland Jewish Social Service Bureau with its trained staff and modern case work methods grew out of the Hebrew Relief Association, organized in 1883.

*Early History**

Religious persecution in Europe had brought Jews to America in large numbers. These folks had small equipment with which to adjust to a new world, so Jewish relief societies were organized all over the country. Centuries of Jewish tradition emphasized the responsibility of the Jew for his fellowman. Assistance was given them entirely through the work of volunteers until about the year 1903 when a paid staff was employed.

It is interesting to read the following statement in the first annual report printed in 1895: "We have tried to make some of the applicants (for relief) independent by giving them horses and wagons or establishing them in little places of business, and we do not have a half-dozen able-bodied unemployed men on our list at the present time."

The next available report, dated 1905, describes an improvement in methods of giving assistance to the poor. For a time "the applicants for relief had been obliged to appear at the meetings of the board of directors and to personally make their needs known. Much of the aid was distributed then and there. This system was soon abolished as unfair to the poor."

*Condensed from the Report of the Executive Director of the Jewish Social Service Bureau, on the Fiftieth Anniversary, 1933.

In 1924 the agency was modernized and by changing its name from Relief Association to Social Service Bureau, it made clear the new emphasis on case work service.* Its aims now became the promotion of a better Jewish family life. The board of trustees was strengthened to include representatives of all the Jewish groups in the community. Well-trained workers of experience and personality were employed. Case committees, composed of staff, volunteers, and social workers from other agencies, were set up to advise with workers.

Somewhat later, a cooperative arrangement was begun with the School of Applied Social Sciences of Western Reserve University for the training of Jewish social workers. To students who are having their practice work at the Bureau, a course is given called Background to Jewish Social Work, to aid them in understanding Jewish problems. They are thus made more aware of the difficulties which Jewish people experience socially and economically.

The Bureau is a member of the Jewish Welfare Federation and is supported by the Community Fund. For a brief period from 1930 to 1933, public funds from the City of Cleveland and from Cuyahoga County were made available to the agency because of the demands of the depression. Since 1933, when the public relief agency was set up, the Bureau has not accepted for care those families in which the principal problem was financial need. It continues to give financial assistance but only where relief is a necessary part of the attempt to solve some other problem.

The Jewish Social Service Bureau divides its work into departments as follows:

1. *The Department of Special Services* is in charge of all applications and admissions. A person in distress is interviewed tactfully to determine what department or what agency is best fitted to help him. Applications are accepted for case work treatment, for admission to either of the two Jewish Homes for the Aged, the Jewish Day Nursery, or the National Jewish Hospital in Denver.

II. *The Family Service Division* is responsible for treatment of problems in need of intensive case work. The case workers no longer do things *for* people. It is their aim to help people to an awareness and understanding of their own difficulties; then to stimulate them to think clearly for themselves, and knowing all the aspects of a situation, to make their own decisions.

III. *The Department of Home Economics* keeps the workers constantly informed as to prices of foods and other commodities. The department advises workers and families on budget-making and household management. Visiting housekeepers are occasionally placed in families where the mother is not able to carry on, and in other homes in the community.

IV. and V. *The Big Brother and Big Sister Departments* (see page 95) work with boys and girls and use a large number of volunteers.

VI. *The Vocational Adjustment Department* was organized in 1935 and is described in Chapter 18. It is the newest service but is meeting a definite need in these days when occupations are changing rapidly and new ones promise to open up which will require different training and qualifications from the old ones.

Service During the Depression

The Jewish Social Service Bureau was able to maintain its fine standards of work throughout the depression. In February 1932, a state examiner questioned the practice of the Jewish Social Service Bureau in giving cash relief. The following paragraphs from the agency's reply constitute an excellent statement of the guiding principles in family case work agencies:

"It is our purpose to teach folks how to budget an income, to expend it economically

*For a good playlet to illustrate social service case work, ask the Jewish Social Service Bureau to lend "Social Service Solves the Problem, or Several Characters in Search of Themselves".

and wisely, and to provide incentive so that their initiative will not be crushed, their morale will not be lost, and they will be anxious and ambitious to earn their own funds and be in a position to spend them economically and wisely. . . When we give relief in kind (goods), it is only in those instances where the individual or family is incompetent, mentally or morally. . . Our purpose is to build and maintain good citizenship. . . We can only be consistent if we give direct money allowances. . . since, during the depression, we have an unusually high type of clientele, those who never before asked assistance from anyone. . . To crush a man's morale by taking away his pride and his place as head of his family is a dangerous procedure. Throughout this dreadful period, it is our hope to permit men to carry their heads high so that they may again take their place in society as self-respecting, self-maintaining individuals."

Underlying Purposes

The program of the Jewish Social Service Bureau has two main purposes. First, it is trying to preserve and strengthen wholesome family life according to the best Jewish tradition, and to safeguard the home as the center of family life. Secondly, it is watchful of the influences in the community which affect Jewish families. It encourages whatever things are good and exerts all the energy of its board members and its professional staff to combat those which are harmful.

The Executive Director once used the following allegory to explain the work of the Bureau*.

"Once upon a time, a man saw a vacant lot —rank weeds growing, and tin cans strewn about it, with desolation and dreariness within its borders. He went to the owner and said, 'Let me make a garden of it.' The owner replied, 'It is impossible. The sun is too hot and the soil is too sandy.' But after a great deal of persuasion the owner gave the much desired permission. The man, who had been trained, was a skilled gardener. He plowed the soil, fertilized it and sowed his seeds. When they began to shoot tiny leaves above the surface of the ground, he weeded it tenderly, watered it carefully, watched it lovingly. In a few weeks a wonderful mass of fragrant color covered the vacant lot, and passers-by stopped to admire and enjoy the beauty that had come out of such an unpromising place.

"What was accomplished in this vacant lot can be duplicated in disorganized homes and families through skilled case work treatment. The soil must be carefully prepared; seeds of thrift, honesty, self-reliance, right mental attitude, tolerance and love sown; and the whole thoughtfully nurtured until desolation and ruin have been transformed into good."

*Quotation is from the 1935 Annual Report of Miss Violet Kittner, Jewish Social Service Bureau.

CLEVELAND CHAPTER OF THE AMERICAN RED CROSS

3443 Euclid Avenue

The Red Cross is an International Society for the relief of human suffering in disasters of both peace and war. It has units in every civilized country. Each country's unit is self-governing but keeps in touch with a central committee in Geneva, Switzerland.

The American Red Cross was organized in 1881, largely due to the efforts of Miss Clara Barton who became the first president. The Cleveland chapter is a cooperating member of the Welfare Federation.

Early History

In the snug safety of our inland location, it is hard to understand the conditions which gave rise to the formation of the Red Cross in 1864 in Switzerland. Before that time, attempts had been made to provide medical attention for soldiers wounded in war, but such service was a part of the military organization and so was open to attack by the enemy.

Attacks upon hospitals for the wounded are now regarded as international crime. That

wounded soldiers are now treated as neutrals, not subject to attack, is the result of agreements prepared at a conference of sixteen European nations held in Geneva, Switzerland, in 1863. The United States was not a part of this Geneva Convention. She was occupied with the Civil War and later was delayed by indifference among government officials.

During this period of delay, Clara Barton was busy stirring up public opinion. Miss Barton had volunteered her services to wounded soldiers during the Civil War. By the end of the war she was superintendent of nurses for the Army of the James and in charge of hospitals for an entire army corps.

In the Franco-Prussian war in Europe, Miss Barton again gave her services. There she saw the Red Cross in action. After her return home, she succeeded in obtaining the interest of President Garfield in the Red Cross treaty. In 1881, the American National Society of the Red Cross was organized in Washington and in 1882 the United States became the 32nd nation to ratify the articles of the Geneva Convention.

Disaster Relief

The new organization did not limit its services to war time. Efficient relief of disaster, like fire, flood, earthquakes, droughts, is the result of thorough organization and planning before a disaster occurs. The Greater Cleveland Chapter helps the National Red Cross by raising money, sending supplies and workers whenever there is a national or international disaster.

At the time of the flood in the Ohio River Valley in 1937, $389,000 was raised in Cuyahoga County for flood relief. Among other equipment, a fleet of fifteen motor boats with a crew of seventeen men was sent on a special train to Jeffersonville, Indiana. It is claimed that over three hundred lives were saved by this means.

In order to insure prompt aid, the Greater Cleveland Chapter has a disaster committee with thirty-one subcommittees, each responsible for a certain part of the work such as food, transportation, medical aid and communication. In this way each person knows what he is to do and where he can obtain necessary supplies.

Schools with experienced film operators may borrow either of the following silent sixteen-minute films on disaster relief:

The American Red Cross to the Rescue.
Behind the Flood Headlines.

First Aid and Life Saving Department

Cuyahoga County has 100 qualified Red Cross Life Saving examiners who teach others how to rescue persons from drowning. During 1936, the Greater Cleveland Chapter issued First Aid certificates to 3500 men, women and children. This means that these people have satisfactorily completed the course in Red Cross First Aid, and know what to do in case of accident until the doctor arrives.

Anyone holding a Red Cross First Aid certificate should carry it with him at all times so as to make himself known and to be of assistance at the time of an accident.

Classes in Home Hygiene and Care of the Sick

Classes are taught by Red Cross nurses. How to make a bed with a patient in it, how to give a bed bath, how to take care of a baby, how to select foods, are just a few of the subjects covered in this course. Many girls and women have found that what they learned in this course helps them in their own homes.

Junior Red Cross

The Junior Red Cross is the Red Cross in the schools and has 19,000 members in Cuyahoga County. Students join by pledging to live up to the motto "I serve." Programs under the Junior Red Cross may be local, national or international.

In the local program, needs of the welfare institutions are studied and a survey made

of the school before deciding what can be done by the pupils to help.

As a part of the national program, the Juniors help in disaster relief by sending clothing, food, games, books, and other recreational materials to children in the disaster area. Schools in different parts of the country exchange friendly letters and examples of school work, thereby making friends with other Americans. For instance, a Cleveland High School recently sent an album to a school in the Rocky Mountains. It was a collection of pictures and articles about their own school activities and about the industries of Greater Cleveland.

The Juniors may choose a school with which to exchange correspondence in this country or in some country abroad. The international program is for the development of world-wide friendship. The boys in a certain school in Cuyahoga County recently made an album on aviation and built a small model of an airplane to send abroad. The girls dressed a doll as their contribution, making every kind of costume for the doll that is worn by the school girl of today. Another school the same year sent an album to Switzerland and waits with eagerness for a return package.

Materials sent to schools abroad go first to Paris where they are translated into the language of the country of destination. American Juniors also send Christmas boxes to Juniors in other countries. By such exchanges, people get better acquainted, learn about the lives of people in other parts of the world, and international understanding and good-will are encouraged.

THE SALVATION ARMY

2304 East 9th Street

The Salvation Army puts the religious emphasis first. "It is not the Army's policy to convert from one religious belief to another." It seeks rather to establish "a belief in the Christian faith, where formerly there was none at all, or where it has been entirely neglected."*

First Organized in England

The Salvation Army is a social and religious agency that originated in England and later spread to Canada and the United States. It is organized in a strictly military way. The head of the International Salvation Army is called "General" and all its officers have military titles. Its purpose is to make war against sin and crime. It is willing and glad to work for discouraged people in any class of society, no matter how low they have fallen.

Founder of the Salvation Army was an Englishman, General William Booth, who was born in 1829 and died in 1912. The story of his life is exceedingly interesting. In 1890 he wrote a book which he called "In Darkest England." The name was suggested by Stanley's famous book "In Darkest Africa." Booth told about conditions in the East End of London where people were starving, homeless, poor, living by vice and crime, all of them sodden with drink. He estimated that one million heads of families in England received less than $5.00 a week and that three million people, or one-tenth of England's population, were starving. This was the origin of the expression social workers use—"the submerged tenth."

Evangeline Booth, General Booth's daughter, was elected General of the International Salvation Army in 1934. She was "Commander" in the United States for thirty years before that and became known as an orator of unusual ability.

Officers in the Salvation Army wear uniforms resembling the military costume of the period when General Booth was organizing the agency. The women officers, too, wear a uniform of the style of that period. It is a practical costume which can be worn a long time, and one which can be recognized anywhere in the world.

*Quotation from "Is the Criminal Worth Saving," publication of Salvation Army.

Cleveland Citadel

The Cleveland branch of the Salvation Army is a member of the Welfare Federation and receives support from the Community Fund. The Cleveland headquarters at 2304 East Ninth Street is called the Citadel. In architecture it resembles a fortress. There are eight branches in different locations in Cleveland which are known as Corps.

At the Citadel there is a hotel for about 300 men, and the rates are very low. One dormitory is provided for men who cannot pay anything. There is a welfare department for family service and emergency relief, and a store for the sale of second hand clothes.

At the branches there are religious services on Sundays, and on week days, clubs and classes for women, young people, and for any neighborhood groups.

Maternity Hospitals

Two maternity hospitals are maintained by the army with help from the Community Fund. The Booth Memorial Home and Hospital at 1881 Torbenson Drive cares for unmarried mothers and their babies. A similar hospital for colored women is situated at 5905 Kinsman Road and is called the Mary B. Talbert Home and Hospital. Both of these homes are members of the Welfare Federation.

Fresh Air Camp

Every summer the Army runs a fresh air camp, called Fort Herrick, for children at Mentor, near Lake Erie. It takes 100 children at a time. Mothers may go with their children for certain periods.

Men's Social Service Center

At the Men's Social Service Center on East 55th Street homeless men are given temporary shelter and put to work to earn their board. Some are sent out on a truck to collect old papers, broken furniture, second hand clothing or other waste material. Some are kept at the Center, bailing paper or mending materials. Sale of these materials helps support the Center. Sooner or later each man is encouraged to tell the true story of his life that he may be helped to re-build it on a better basis. The following story is an example:

Mr. T. had heard of the Salvation Army but the possibility of needing its help was the farthest from his mind. He moved among the highest in business and professional circles. His profession took him to Europe where he supervised some of the rehabilitation of French cities and railroads.

Yet one day found him wandering about in the Cleveland Terminal Station trying to find a little shelter and warmth before setting out again—where? He just did not know where! Then a picture he had forgotten flashed in his mind—the Salvation Army. Hadn't he seen them in every city in this country and in other cities as he moved about the world? As he expressed his feelings to the Officer in Charge, the Army seemed his last chance.

He was given shelter and nourishing food and an opportunity to work within the institution. Later, with mind and body relieved of strain, he told his whole story and was encouraged to unite with his family. Today he can be found with them in a modest and comfortable home in a neighboring state.

Prison Work

Especially significant for Cleveland is the work among prisoners. Religious services are held every week at the County Jail and at the Warrensville Workhouse. The state penal institutions often request help from the Salvation Army in parole supervision.

One day, an ill-clad fellow appeared at the Citadel Hotel and asked for a place to sleep. The officer suspected that he was not giving his real name but the man's needs were plain to see. He was given temporary shelter and food. Afterwards the story came out. He was a Cleveland boy who had run afoul of the Federal agents and after a "stretch" in Leavenworth had found his way back to Cleveland, where he hoped to make his way again. Former friends could not be found and he must have clothes to move about at all.

A clean shirt and collar can do wonders for a fellow and just as he was being fitted out a call came in asking for a man to try out on a job. He was sent and made a favorable impression. In the meantime, he was given a room until he received his first pay. He has since replaced that first clean shirt with others and an entirely new outfit with his own money and he has found new friends in what he was beginning to believe was a friendless and hopeless city.

GOODWILL INDUSTRIES
2416 East 9th Street

The Readers Digest for December 1935 published an interesting article called "Making Men out of Rubbish." It is the story of Goodwill Industries which were started in 1918 in the City of Boston and incorporated

the same year in Cleveland. They have spread since to 103 cities in the United States and to 17 cities in foreign countries.

The Cleveland center is a five-story building on East Ninth Street where the opportunity to work at several different kinds of industry is provided for those who are old or crippled and for others who also are unable to secure work in private employment.

"Not charity but a chance" is the slogan of this cheerful shop where work keeps people happy. Wages may be paid in clothing and furniture or in money according to individual needs. Work for the aged and handicapped is of first importance. Able-bodied persons are encouraged to find other jobs as soon as possible.

Ten collection trucks bring in second hand clothing, cast-off furniture, old shoes, broken dolls and toys from the homes of Greater Cleveland to be mended and restored to usefulness. Seven stores maintained by the workers resell the articles at low prices to families of limited means. From the sales, wages are paid the workers. Goodwill Industries are 85% self-supporting. The additional amount comes from the Community Fund through the Welfare Federation.

A number of students from the Schauffler College of Religious and Social Work conduct clubs for children, as well as afternoon story hours. There is also a Boy Scout troop. A men's club and a women's club sponsor social activities for those employed in the work rooms. For men, there are baseball and debates; for women, social meetings, health talks and housekeeping demonstrations.

"Come and see us at work," is the cordial invitation from Central Headquarters, on East Ninth Street at Carnegie Avenue. Their old castle-like building has had a varied history. Once a tavern and an assembly hall for town meetings, it had fallen into evil days until Goodwill took it over.

On the street level today one sees a typical Goodwill store with bargain tables of shoes at 25 cents or clothing racks of coats, suits, dresses.

In the rear is a chapel where a brief religious service starts the day for all workers. Adjoining rooms serve as dining room and kitchen. Some workers bring their own lunches. For 20 cents others are able to buy a well-balanced meal.

Upstairs are work rooms resembling the Old Curiosity Shop. The corridors are lined with old fashioned pianos which have been repaired and tuned and may be bought for fifteen dollars. Old furniture is being stained, varnished or painted to shine like new.

Another room is filled with women sewing and remodeling garments taken from the 55,000 Goodwill bags which are filled each year in northern Ohio. Garments are fumigated, washed or dry cleaned, remodeled if necessary, and finally sold at low prices.

Every year ten to twelve thousand pairs of shoes are donated. Of these 65% are repaired and sold. The remainder are used as fuel to help heat the building.

Clothing which cannot be repaired is either cut and sewed for carpet rags to be woven by a partially blind weaver at a hand loom, or is sold as rags. Old newspapers bring $5800 a year; rags $6000 a year. Recent magazines are sold in the Goodwill stores for two cents each. Broken glass from old pictures and mirrors sells for $6.00 a ton and is salvaged to make emery sheets. Garments that are too old fashioned for use in America are sold to a merchant who sends them to Egypt and Armenia.

One corner shelters the shop where dolls are being fashioned from poor legless, armless, hairless wrecks tucked into Goodwill bags.

Like other well regulated industries, Goodwill has a plan for vacations. Three cottages in the Metropolitan Park at Hinckley are used for low cost vacations for workers and their families. Thirty-five cents pays for a bed and three meals.

A Women's Auxiliary composed of 150 interested volunteers meets once a month to sew and plan for the usefulness of the Goodwill Industries.

LEGAL AID SOCIETY

Fidelity Building, 1836 East 6th Street

The name of the Legal Aid Society describes its purpose. It is impossible for a private individual to plead his own case in court. No matter how just his cause, he must be represented before the judge by an attorney who knows the laws and court procedure. The attorneys of the Legal Aid Society will represent deserving persons for a modest charge, or free, if they are not able to hire their own lawyer. The Society is a member of the Cleveland Welfare Federation and receives partial support from the Community Fund.

As cities grow in size, their laws become more numerous and intricate. The average person is perplexed and confused to know his rights. The poor man is often frightened. The Legal Aid Society can advise him and, where necessary, take his case to court. Persons of any age, sex, religion or color are aided. Advice is given persons living in the county but limitations of time and distance prevent action in courts outside Greater Cleveland.

Justice is an ancient ideal but is not yet completely realized. Delay over postponed hearings takes the time of laboring men which may mean loss of a job and livelihood. The Legal Aid Society can often assist in speeding up a case. When a man has committed offenses, the Society will advise him to make full and prompt confession. This saves a long examination, time and costs. It eases the progress of justice. Often this complete frankness and willingness to admit the wrong results in a lighter sentence.

No two situations are alike, but the story of a driver for a local bakery serves as an example of the work of the Legal Aid Society. A man with a wife and two children was employed as driver for a bakery. His wages were small and he needed every cent to keep his family. For ten months the bakery paid him only part of his wages each pay-day until finally it owed him $100. The bakery made many promises to pay the amounts owed but kept putting it off. The man asked the attorney of the Legal Aid Society what could be done. Finally the Society filed a complaint in court which resulted in an early settlement of the matter.

Chapter 5

Service and Relief to War Veterans

To bind up the nation's wounds, to care for him who shall have bourne the battle, and for his widow and his orphan.

—Abraham Lincoln.

THE cost of war is measured not alone in tremendous sums required to maintain standing armies, navies, marine and air services, War and Navy Departments. The obligation to veterans and their families continues almost indefinitely after wars are concluded. In 1937 the United States government was still paying pensions to the dependents of veterans of the War of 1812, and the war with Mexico. That year it paid out in round numbers three and a half millions for the Indian Wars and forty-six and a half millions for the Civil War. Spanish war pensions cost the country one hundred and fifteen millions in 1937.

The total amount the United States has paid for all veterans' relief up to May 31, 1937 is in round numbers twenty-two billions of dollars.

Pensions

A pension is an allowance paid by the United States government to a soldier, sailor or marine, or to his family, because of service in time of war. Beginning immediately after the Revolutionary War, the federal government started the practice of paying pensions to soldiers upon their discharge from the army. George Washington first faced the question of pensions when officers of his army banded together and demanded half-pay for life. There is a paper in his own handwriting which expresses his doubts on the matter. He wrote: *"The allowance of land to the disbanded officers may be proper enough . . . but allowing half-pay at the end of the war, will not this add such weight to a debt already of such magnitude as to sink the colonies under the load of it, and give great disgust to the people at large?"* This early debate resulted in a compromise. A law was passed to which Washington agreed and by which the first pensions were granted.

War Risk Insurance

At the beginning of the World War of 1917-18 the United States attempted another plan. Every man who entered service was given opportunity to insure his life. Private companies could not afford to insure soldiers, so the Congress passed the War Risk Insurance Act, providing for insurance under the government at a most reasonable rate.

Compensation

While serving in the army or navy, a man is entitled to regular pay. In addition, when retired from service, he is allowed *compensation* for loss of earning power due to any injuries or disease received during service. Such injuries are referred to as *disabilities.* A request for treatment, hospital care, compensation or pension is called a *claim.*

When war risk insurance was adopted it was hailed as an improvement over pensions. It was thought that by paying a man during service, offering him care and compensation for disabilities following service, and providing for his family through insurance in case of death, the government would have no other obligations.

The Bonus or Adjusted Compensation

When the World War ended and soldiers returned to civil life, they found it difficult to get their former jobs back, or indeed to

find any work at all. Employment was scarce, as always happens following a great war when industries have been dislocated. In changing from the making of war materials to peacetime pursuits, and before the world markets can be reopened, there is bound to be a slump in business. The bigger and longer the war, the more serious the depression that follows.

In earlier wars, the government could give men frontier lands in the west where they could find occupation and adventure. After the World War there was no longer a frontier and the discharged veterans were up against it. They demanded help from the government, and an agreement was reached under the Adjusted Compensation Act passed in 1924. By this law the government promised veterans an insurance certificate to mature in twenty years. On and after January 2, 1925 and up to January 2, 1940 any ex-service man could file application for a certificate. The amount due each man depended on the number of days he served during the war. This additional pay was popularly called a "bonus." A *bonus* is defined as something extra which is given a person in addition to what was agreed upon. The federal bonus amounted to such a huge sum that it was originally planned to give the government twenty years in which to prepare for it. Meanwhile, the State of Ohio had paid her soldiers a bonus soon after the close of the war.

As the depression came on, the veterans asked for immediate payment of their insurance certificates. In 1932 a "bonus army" of 15,000 veterans marched on Washington and encamped there for weeks while Congress was in session. After several years of discussion and debate, Congress passed a law requiring the government to pay the bonus without longer delay. President Roosevelt vetoed it, claiming lack of funds, but Congress re-passed it nevertheless. In 1936 it became possible to cash the certificates or bonuses at their full face value or to exchange them for "Adjusted Service Bonds" bearing interest at 3½%, payable in ten years. Not all the men cashed their certificates immediately, but the total sum paid out amounted to two billion dollars.

Meanwhile, the federal government is paying not only for service-connected disabilities but pensions for men who have become permanently and totally disabled since their war service.

UNITED STATES VETERANS ADMINISTRATION

Federal Building (Cleveland Post Office)

The Cleveland office of the U. S. Veterans Administration serves forty-two counties in northern Ohio. It arranges for medical examination of those veterans who have been disabled and for hospital care when necessary. It accepts or rejects the claims of World War veterans for compensation.* It certifies veterans for camps under the Conservation Corps.

Still another type of service is supervision of cases where guardianship is necessary. For instance if Tom Jones, a World War veteran who has four children, should die as a result of a compensable wartime disability or if, having a wartime disability, he dies of any cause, the children are eligible for monthly compensation until 18 years old or until 21, if attending high school, college, business school or other educational institution of good standing. A proper guardian, or legal custodian, either the children's mother or some other competent adult, must be appointed by the Probate Court or the Veterans Administration, who will report annually on the children's welfare and progress in school.

Sometimes the World War veteran may have taken out War Risk Insurance with the government as protection to his family, and may leave them a considerable estate. If he dies without a will, a competent person is appointed by the court, with the aid and advice of the Veterans Administration, to

*Claims from veterans of the Civil or Spanish-American wars are sent to Washington for acceptance.

handle this estate. The Veterans Administration also requires another type of guardianship for soldiers who have become incompetent because of either mental, physical or social disabilities.

Guardians have been appointed to look after the interests of some 2400 men whose claims are handled through the Cleveland office. Annual reports on the condition of these men must be made to the Veterans Administration by their guardians. Many are made by workers employed by the Red Cross. Some are made by the American Legion or other veterans' organizations.

The United States Marine Hospital on Fairhill Road provides hospital care at the expense of the federal government for disabled soldiers, sailors and marines, if they are certified by the Veterans Administration as in need of hospital care.

SOLDIERS AND SAILORS RELIEF COMMISSION
2843 Franklin Avenue

The county is required by state law, since 1888, to provide for the relief of all honorably discharged soldiers, sailors and marines, their wives, widows and minor children who are in need.

The relief is given in cash and is mailed by check monthly, except for some unusual reason. The amount given is fixed by the Soldiers Relief Commission and may vary according to the need and the total sum available.

The Commission is composed of three members, appointed by the judges of the Court of Common Pleas to serve a term of three years. It has been the custom to have one member who served in the Civil War, one in the Spanish War, and the third is required to be a member of the American Legion. They are allowed "actual expenses and a fair compensation." They are empowered to employ such investigators and clerks as they require. These persons are not subject to Civil Service examination but must be honorably discharged veterans of the war with Spain or the World War.

The Soldiers Relief Commission is required by law to meet the last Monday in May to certify to the County Commissioners the amount of relief needed for the year. The Commissioners in turn are required at their June session to fix the amount of the tax levy to raise the money for soldiers' relief, which must not exceed five-tenths of a mill on every dollar of assessed valuation on property.

Soldiers' Burials

Graves are provided at Highland Park Cemetery for any honorably discharged veteran. A sum not to exceed $100 is paid by the county for funeral expenses of such a man or for his mother, wife or widow, if the family lack means to defray burial expense. This is in addition to $100 furnished by the Federal Government.

RED CROSS HOME SERVICE DEPARTMENT
3443 Euclid Avenue

The Home Service Department of the American Red Cross provides case work and claims service for disabled veterans and their families; for all dependents of veterans who have died; for soldiers and sailors now serving in the army and navy; for members of the Coast Guard; and for disaster victims. It works in close cooperation with the Veterans Administration and other government and health agencies in order to secure government benefits for the veteran and his dependents. Sometimes it assists in the selection of suitable guardians for incompetent veterans for minor children. It provides for a limited relief program. It is the aim of Home Service not only to provide for the physical needs of clients but to help them to develop in character and personality, and to live happily in their families and communities.

The following story is an example of Red Cross Home Service:

> Robert Adams applied to the Red Cross for help in prosecuting his claim for benefits from the United States government because of injuries which he said were received in France. He claimed he had lost job after job because of frequent illness. He had a wife and four children dependent

upon him. The U. S. Veterans Administration told him that he had insufficient proof that his poor health was due to wartime injury. He came to the Red Cross with a sworn statement (affidavit) from a comrade with him in France that the wound was obtained during service. He asked help at once as his children lacked clothes for school and one of them needed glasses.

The Red Cross decided to accept this case, because he claimed a benefit from the government for war service, because help was needed for the children, and because the family relationships were unhappy.

The social worker called at the home to talk with Mrs. Adams and discovered that Mr. Adams, who was once happy and cheerful at home, had become so irritable he quarreled with her and the children most of the time. The worker also discovered that a need of clothing was keeping the children from attending school. Improper food was resulting in poor health for all members of the family. In order to secure government funds for Mr. Adams and his family, it was necessary to obtain affidavits from his comrades from many parts of the country. In the meantime, funds for living expenses were supplied by the Red Cross. The worker gathered these affidavits stating that Mr. Adams had received injuries during the war, and also a great deal of information supplied by different friends and relatives who said that before the war Mr. Adams had been well, friendly and able to support his family, and that since he had returned from France he had been extremely nervous and irritable and at times ill.

The history of the family life before and after the war, together with these sworn statements from Mr. Adams' comrades, proved that the disability was incurred in war service. The papers were presented to the U. S. Veterans Administration by the Red Cross worker and as a result Mr. Adams was given government compensation sufficiently large to make up for the loss of income.

CENTRAL CLAIMS BUREAU
328 West Superior Avenue

The Central Claims Bureau was organized in the fall of 1925. It is a member of the Welfare Federation and is financed by the Community Fund. The Bureau was organized to assist veterans of all wars who are uncertain about their rights to compensation, insurance and pensions. Sometimes an ex-service man is not satisfied with the way his case has been handled by the government and does not understand the legal procedure. Sometimes the man himself is ill, or has died, and his wife does not know how to present her claim.

The Bureau acts as attorney for veterans and their families. The executive secretary was formerly an employe in the Veterans Administration. He is recognized by the Veterans Administration as being qualified in character and training to represent ex-service men in hearings before their board for settlement of claims.

The Bureau operates under a committee composed of representatives of the American Legion, Veterans of Foreign Wars, Disabled American Veterans of the World War, United Spanish War Veterans, the American Red Cross and the Welfare Federation. Civil War veterans have honorary membership on this committee and their interests also are served.

The Bureau is a center to which inquiries may be directed by social agencies or individuals seeking information regarding benefits for military service. When social problems or home situations are involved the applicant is referred to the Red Cross to have the benefit of case work service. The story of Mr. Kay is an example of the Bureau's work.

Mr. Kay served through the World War. While still in France he began to have dizzy spells and his hands would feel numb, but he thought nothing of it. After the war he was able to secure a good factory job. His spells grew worse, until the factory doctor said it was not safe for him to work near machinery. Finally he lost his job altogether. The seizures had developed to resemble epilepsy.

The veterans' organization to which he applied for help referred him to Central Claims Bureau. The attorney for the Bureau filed application for a service-connected disability with the U. S. Veterans Administration. He submitted evidence of Mr. Kay's condition from the factory doctor. The man was examined by doctors of the U. S. Veterans Administration. The Central Claims Bureau wrote the Adjutant General at Washington for a record of Mr. Kay's war service. It then appeared that he had been treated for a serious throat infection during the war, and that there was every probability that his later trouble was caused by the poison left in his system.

The U. S. Veterans Administration granted him disability compensation as "partially disabled." In 1933 the Central Claims Bureau prepared a "brief" (argument) and represented Mr. Kay before a special board appointed to hear cases where military records did not show circumstances of disability during service. Mr. Kay was re-examined by the U. S. Veterans Administration and granted permanent and total disability.

As a result of the services furnished him, this man who was no longer able to earn a living, was granted an allowance sufficient to keep his wife and child, to educate the child, and to enable them all to live together in their own home.

Chapter 6

Care of the Homeless and Transient

There's a race of men that don't fit in,
A race that can't stay still;
So they break the hearts of kith and kin
And they roam the world at will.
—Robert W. Service

FROM earliest times men have tried to improve their conditions by moving to new places of opportunity. When daily conditions become monotonous and discouraging, it is human instinct to seek for change. In the words of Alexander Pope, "Hope springs eternal in the human breast." In times of business depression, however, great confusion and difficult problems arise when large numbers of people thrown out of work all begin to move at once. Too often they start without definite plans. Usually people move from towns and villages to the large centers where it seems to them that work is more likely to be found. This brings a great burden upon social agencies in the cities, when general business conditions are as bad there as elsewhere.

The Ohio state law of "legal settlement" forbids the granting of relief to persons who do not have legal residence within the city or township. The county government is made responsible for returning people who need relief to the place of their legal residence (see Chapter 2, page 24).

CROSS-COUNTRY TRAVEL AND FEDERAL AID

Transportation Agreement

Some communities in times past have tried to avoid expense by passing their transients on as quickly as possible. In such places a county truck under escort from the sheriff's office has been known to carry men to the boundary line and dump them in the next county. So contrary was this practice to good social service that back in 1902 at a National Conference of Social Work a transportation agreement was planned. Since 1904 over 850 social agencies of good standards have signed the agreement annually. They pledge themselves not to furnish transportation as a means of getting rid of people until they have learned by writing or telegraphing what the situation is at the place to which the needy persons want to go; that is, whether friends or relatives there will support them, whether employment can be had, and what their legal residence is if they must have public relief.

Transients Lose Their Residence

A federal study in 1936 showed that 40% of transients that year had lost their legal residence. Other studies show that the transient population presents a serious health problem, particularly in tuberculosis and venereal diseases. For these reasons the council of state governments, meeting in 1937, urged a study and revision of laws on legal settlement and transfer of dependents, both by Congress and the several states.

The right to improve one's condition by moving out of an area of declining employment must also be recognized, according to many social leaders. To be sure, it is sometimes found upon investigation that persons are running away from responsibilities which it is their duty to carry. Desertion has been called the "poor man's divorce" because occasionally a man will pick up and leave in order to have a change and a rest

from work. It requires skill upon the part of the social worker to distinguish between the different motives behind the wanderings of people and to give service adapted to each particular person's need. Effective service will be different in each case.

From 1930 to 1933

The number of people on the move increased so rapidly during the depression that federal funds were made available to provide temporary camps and shelters. It was impossible for local communities to handle the situation unaided.

From 1922 to 1933 the main shelter for homeless men was the Wayfarers' Lodge at East 21st Street and Chester Avenue. It was supported by the Associated Charities with some help from the city for homeless men whose legal residence was Cleveland, and with help from the county for non-residents.

During the period of federal aid from 1933 to 1935, younger men and boys in Cleveland were sheltered at a lodge on West 10th Street. Some were boarded in protected institutions like the Y. M. C. A., while others whose home was Cleveland were placed in cheap lodgings. A large staff was kept busy trying to locate friends and relatives who might help them, or in determining their legal residence. A hundred homeless men were put to work on the Brush Farm near Brecksville, which was loaned to the Welfare Federation. There potatoes and other vegetables were raised for the Lodge. Gradually street begging and transiency were slowed up. The C. C. C. camps helped provide for young men. The N. Y. A. (National Youth Administration) kept many others in school and W. P. A. (Works Progress Administration) gave work to the older men who were employable.

When the federal transient service was withdrawn in 1935, Cuyahoga County was faced with the problem of providing relief for about 400 non-resident families and 500 single men. These were people who could not work on W. P. A. because of their age or some physical or mental disability. During the first ten months of 1936 over 8000 single men and 700 families applied for aid because they were transients or homeless. A similar number came for help in the winter of 1937.

SHELTERS FOR HOMELESS AND TRANSIENT MEN

There is a selfish and unselfish reason for supporting a public shelter. In a climate like Cleveland's the sufferings of the homeless during lake storms and winter weather would be unthinkable. There is also a menace to public health if these men are allowed to beg on the streets. Many of them ride freight trains across country, stopping off to sleep and eat in "jungles" on the city dumps or along the railroad right-of-way. They have no place to bathe and some have unhealthy habits. They become diseased and help to spread disease.

Flop Houses

In most of the large cities of the world will be found some kind of lodging houses, usually operated by the city government. They are sometimes called "flop houses." A lower type is called "bunk house" because it provides bare bunks on benches instead of beds.

Wayfarers' Lodge

As early as 1869, there was a Wayfarers' Lodge in Cleveland maintained as a haven for sailors. It was later taken over and expanded by the Associated Charities to serve others than sailors. This agency operated the Wayfarers' Lodge first on West 10th Street, later on Chester Avenue until August 1933, when it was made part of the Cuyahoga County Relief Administration.

THE COUNTY LODGE
1705 Lakeside Avenue

At present the great majority of transient and homeless men who are in distress are given temporary shelter at the County

Lodge on Lakeside Avenue at 17th Street. This one-story building was erected by the city in 1933 because the number of homeless men was so great at that time. It is now operated by the county as a part of its responsibility under the Ohio poor law for relief to non-residents, the infirm and so-called unemployables. The city of Cleveland also sends men there who are residents but are penniless and homeless.

Mixed Population

The present capacity of the Lodge is 1100. During the depression the population at times surpassed 2000. While it often has less than capacity during the summer months, the Lodge is crowded in the wintertime with a jumble of homeless Cleveland residents, transients, tramps, alcoholics; the sick and the well; able-bodied men who are new to the road earnestly seeking work; and homeless, aged men whom industry never will employ again.

The average population of 700 or 800 men sleeps in one large room in double-deck beds. Those who are transients are concentrated in one section. Another section is separated from the sleeping quarters by a wire screen to make a general rest room and dining room. Meals are served in shifts because only a part of the men can be seated at one time. Serving is cafeteria style.

Medical Care

Two doctors are employed at the Lodge. They examine every man before he is accepted for a night's lodging. Those who stay more than one night are required to bathe at least three times a week. Their clothes are fumigated during the night. An isolation ward is used for men with communicable diseases. There is a hospital room with thirty beds for patients who do not need to be sent to a general hospital. An additional corner of the Lodge is screened off to make an infirmary ward for approximately 200 men who stay an indefinite time and who are given a thorough medical examination every three months. The doctors also examine every month the men who work in the kitchen or with food in any way.

Shop and Work Program

Every man who lives at the Lodge is required to work thirty-two hours per week unless excused by the Lodge doctor. A case worker interviews each man and attempts to assign him to a duty which is in line with his former occupation. Small shops, including carpentry, painting, barbering, tailoring, and shoe repairing not only help to reestablish work habits of men but to meet some of the needs of the institution. A large wood yard in connection with the Lodge and a five hundred acre farm near Brecksville (Brush Farm) provide an opportunity for additional work.

INDEPENDENT MONTEFIORE SHELTER HOME

5912 Scovill Avenue

A shelter home for transient and non-resident men of the Jewish race is located at 5912 Scovill Avenue. It is equipped to care for 17 men and supplies both lodgings and meals to those in temporary need.

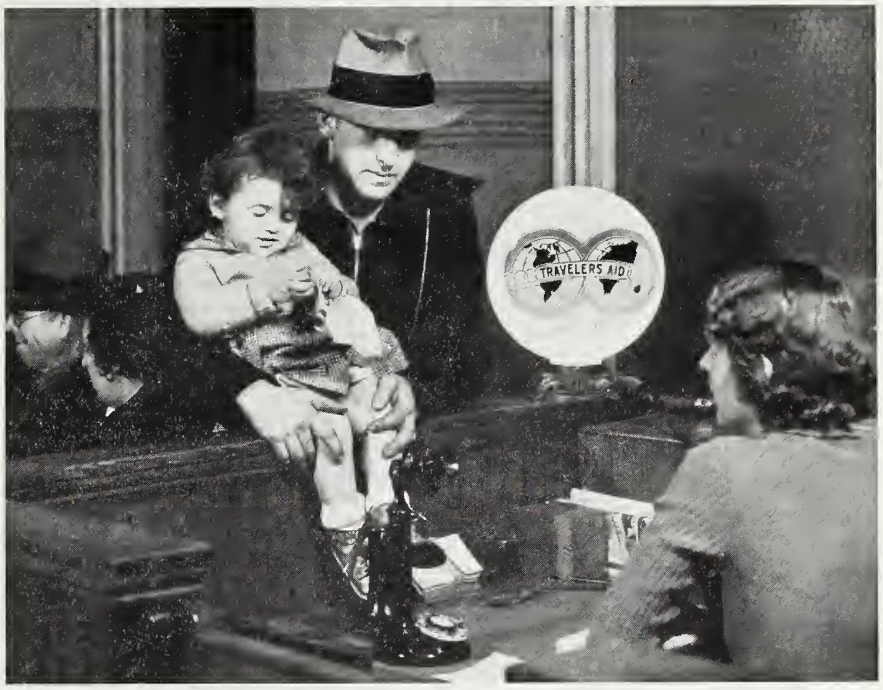
It was first organized in 1905 and was called the Hebrew Shelter Home. Later it was re-named for Sir Moses Montefiore, a Jewish philanthropist who lived in England in the eighteenth century. It has its own independent board of trustees but is a member of the Jewish Welfare Federation and supported by the Community Fund.

It is usually a comfort to men of Jewish faith who are in difficulty and strangers to Cleveland to find a place among their own people. They are encouraged to attend religious meetings at the nearby synagogue while in the Home.

CARE OF NON-RESIDENTS UNDER THE COUNTY RELIEF BUREAU

2843 Franklin Avenue

The County Relief Bureau in addition to providing for homeless men at the Lodge, is responsible under the poor laws for direct relief to non-resident families and single



Stranded people bring their troubles to the Travelers Aid.

women. They are provided with temporary lodgings. Certain members of the staff of the County Relief Bureau are kept busy trying to locate their legal residences.

Transients, who are temporarily stranded, will sooner or later pass on. Desirable as it may seem sometimes to hurry them along, transportation is not given them unless their destination is known and word is received that relatives or poor relief officials are willing to receive them. The greater difficulty is with those who have lost their residence and have no one willing to take them. Cleveland may be as much home to them as anywhere, but the city relief offices cannot recognize them as entitled to relief under the present law of legal settlement. In the proposed revision of the state law it is hoped that some changes will be made which will not work a hardship upon families trying to improve their situation by moving out of districts of declining employment.

TRAVELERS AID SOCIETY
1001 Huron Road

The Travelers Aid Society helps people who are in trouble when trying to move from one place to another. Most often they are trying to find work. Sometimes they are running away from difficulties at home. Often they fail to find new work and their money gives out. Sometimes they fall sick. Sometimes they get into far worse difficulties than they had at home.

Especial attention is given to girls and women traveling alone, to the young transient, the sick and the aged, and to young runaways—both boys and girls. With young people great care is taken to understand the actual conditions which have caused them to leave home. In other cases, it may be information only that is needed, or a doctor, or a place to stay over night. Sometimes it means a longer period of help while relatives are being located or a plan made for settling some stranded person who is without resources.

The desk of the Travelers Aid at the railway station at the Union Terminal is ready to give service sixteen hours a day, seven days a week. It can be located by the lighted lamp marked Travelers Aid. This lamp has two globes, side by side, illuminating a map

of the world. The main office in the Community Service Building is open eight and a half hours a day. Other social agencies refer to this office situations involving moving people such as the following.

The County Relief Bureau sends a sixteen-year-old boy to the office. He has just come off the freight train and has applied to the Lodge for overnight care. Only after a careful interview can it be decided whether it is best to allow the boy to continue on his way or to encourage him to stay until some constructive plan is made.

Frequently a judge in the Municipal Court requests help for some non-resident young man who comes before him. He realizes there is more to the situation than meets the eye and that the boy will profit by the personal consideration that can be given him by the trained case worker.

The Women's Bureau of the Police Department has picked up a girl who was hitchhiking. She has a rash which the doctor says is a contagious disease, and has been sent to the hospital. The Travelers Aid is asked to make an investigation of her legal residence in another city and to determine if they will receive her there and give her the long time care she needs.

Service is given to small children traveling alone. If an adult goes to the railroad station to buy a half-fare ticket for a child the ticket agent will tell him firmly that he will not sell a ticket to a child alone until plans have been made through the Travelers Aid Society.

Older people traveling alone often like to know that someone will meet them at their destination, or at transfer points. Sometimes they are hard of hearing and sensitive about asking strangers for information; they may be wholly or partially blind, or they may be crippled and need a wheeled chair. All these things are every day duties of the Travelers Aid.

The Travelers Aid Society is a member of the Welfare Federation receiving its support from the Community Fund. The largest part of its budget is spent for relief, transportation, telephone and telegraph, and salaries. Railroads give space for offices at the Terminal and help in caring for clients on the journey. The County Commissioners assist in paying transportation when non-residents are being returned to their legal residence.

It is interesting to discover how an agency like the Travelers Aid was first started.

In the gold rush of '49 a man, Bryan Mullanphy by name, started on his way west to seek his fortune. He became stranded in the city of St. Louis, and it was only through kindness of a group of people there that he was outfitted again and sent on his way. He was one of the fortunate ones who actually found gold and accumulated wealth. In gratitude for help given him, he left a part of his fortune when he died to the city of St. Louis to aid "those traveling west." Hence it comes that the Mullanphy Travelers Aid Society of St. Louis is called by his name. It is the only endowed Travelers Aid in the country.

Chapter 7

Public Provision for Dependent Children

New occasions teach new duties;
Time makes ancient good uncouth.—Lowell.

THE civilization of a country may be judged by what it does for children. In ancient Greece and Rome children who were sickly or unwelcome were abandoned in lonely places to die by starvation or wild beasts. Oriental countries have had ways of ridding themselves of unwanted girl babies or have sold them into slavery.

In America, children whose parents have died or failed to provide them with good homes are called *dependent* because they have to depend for support upon others than their parents.

Children in the Mixed Almshouses

Early American communities, settled by colonists from England, naturally continued English customs in providing for dependent children. The fascinating story of Oliver Twist by Charles Dickens describes the wretched condition of children in English almshouses. Oliver was born in an almshouse but managed to live, whereas eight out of ten such children usually died. Conditions in America were almost as bad. A hundred years ago the almshouse—or infirmary, as it was called in Ohio—contained paupers, insane, idiots, feeble-minded, blind, crippled, the aged and infirm, besides children. No wonder it was called a "mixed" almshouse!

Binding Out Children

The system of indenture, known as *binding out* children, was practised in England from the time of Queen Elizabeth. Children, often as young as nine and ten, were apprenticed or *indentured* to some person who signed a business contract agreeing to support the child and teach him a trade, provided the child would stay and work for him until he became of age.

Officials responsible for the support of the poor found this an easy and economical way of providing for homeless children. It seemed more humane than the almshouse, which was the only alternative under public care.

Girls were trained as servants at housework and boys as farm hands, artisans or clerks. When freed at eighteen or twenty-one, it was the custom to give them a new outfit of clothing and sometimes fifty or a hundred dollars besides. There was no official made responsible for visiting these children and while some of them probably had good homes and good training, others were neglected or abused.

Ohio state laws were passed in 1824, 1853 and 1875 to provide ways in which township trustees and directors of the infirmaries (almshouses) might "bind out" children. These were finally repealed in 1898 as unsuitable.

In Cleveland before the passage of laws requiring children to attend school, numbers of children roamed the streets and lanes. They begged and they stole. They developed bad habits of many kinds. It is probable that some of these children were left orphans by the typhoid fever and Asiatic cholera which swept through Cleveland again and again. Many had parents living who neglected them because of drunkenness and the discouragements of poverty.

EARLIEST PUBLIC INSTITUTIONS

For eighteen years, from 1853 to 1871, the Cleveland City Industrial School for

dependent and neglected children was supported jointly by public and private funds. The City Council finally withdrew its support because it had started a *House of Refuge* for "vagrant youth" in connection with the Workhouse. From 1871 to 1891 this seemed to the majority of the "City Fathers" a sufficient provision for children from public funds. It was abolished in 1891 as unsuccessful. Care of dependent and neglected children in Cuyahoga County was then left to private charity.

Story of Aunt Katie Fay

Up to the time of the Civil War only one county in Ohio made provision for the care of children outside the infirmary. Though the undesirable associations in the infirmaries were making children lazy, immoral, untruthful and quarrelsome, there they might have stayed indefinitely but for Aunt Katie Fay.

Aunt Katie lived in Marietta on the Ohio River. At the age of twenty she had been a teaching missionary to Choctaw Indians in the South. While on a visit home she was shocked by the wretched condition of children in the infirmary.

In 1857 with her own savings plus a little inheritance from an uncle and aunt, she began to remove children from the infirmary to a small farm she had purchased.

The first year she cared for fifteen children. By 1864 she had thirty-five children in her home. The infirmary directors were persuaded to give her a dollar a day for each child but the job was too big for any one person. Besides, bad conditions of a similar nature existed in nearly every county.

Her next step was to have a bill introduced in the state legislature to permit county commissioners to establish county children's homes. After delays and an unfavorable vote in 1865, the bill became a law in 1866. It made Ohio the first state to provide separate institutions for children under county care.

In 1883 a state law was passed forbidding the infirmaries to keep able-bodied, normal-minded children between the ages of three and sixteen years. This law encouraged the building of county homes for children, but was modified the next year to permit infirmaries to continue care if the children were *segregated,* this is, kept away from the adults, the sick and the insane. By 1900 public sentiment had developed to the point where another law was passed to forbid any children in the infirmary, regardless of their mental or physical condition.

DEVELOPMENT OF COUNTY CHILDREN'S HOMES

By 1912 fifty-five counties in Ohio had Children's Homes supported by the county government. Some were better than others, depending on the management, the funds available, and the amount of public interest. It happens over and over again that institutions or agencies that are first created when public conscience is aroused to meet a great need, tend to slump when the interest fades.

The Board of State Charities, organized in 1867, was responsible for keeping an eye on all county institutions but had no power to control them. Its reports showed that some of the county children's homes had become convenient dumping grounds for all sorts of children; that many were overcrowded and hard pressed for funds so that they found it difficult to employ care-takers of experience and ability. The children were clothed and fed but the feeble-minded, delinquent and physically defective were thrown into close association with children whose only misfortune was the loss of home and parents.

Laws passed in 1913, called The Children's Code, gave the State Board of Charities responsibility for licensing all children's agencies and institutions in Ohio. If the Board refused to license an institution, the law forbade the juvenile courts to commit children to it until conditions improved. The state still retains this power.



The child with possibilities for good and evil.

STATE CARE FOR DEPENDENT CHILDREN

In the state law there is a provision that dependent children who cannot be given proper care in their own counties may be committed by the juvenile court to the state for care. This provision was intended for rural counties where the number of children needing care was too small to justify separate institutions or agencies fitted for their needs. In Cuyahoga County there were many children's homes but all were supported by private funds and they could accept or refuse to take children as they wished, according to age, sex, religion or other requirements. The number of dependent children grew so rapidly that the private institutions could not care for them.

Meanwhile the Humane Society (see page 79) had developed a plan for boarding dependent children in private families but was unable to pay for the increasing numbers of children, especially for those who needed long-time care. Since neither care in private institutions nor boarding care under the Humane Society was equal to the demands, the next step was to persuade the County to help with public funds.

The first children accepted by the County Commissioners as their responsibility were reported to the Humane Society in 1909, as needing protection. There were two boys, three and five years old, and a baby girl ten months old. Their parents were in institutions and the family history indicated hereditary feeble-mindedness.

After much urging and frequent consultation of law books, the County Commissioners agreed to pay board for the children if the Humane Society would find a private family willing to board them. The Humane Society not only found the boarding home

but continued its oversight and interest, helping the foster mother with the children, until such time as the children were definitely recognized as mental defectives and the state Institution for the Feeble-Minded at Columbus was able to receive them.

This case was followed by many others for whom private charity could not be expected to provide aid. However, the state law provided only three possible ways by which county funds could be used for the care of dependent children: first, by keeping them in a county children's home; second, by creating a county child welfare board; and third, by making them wards of the state. Cuyahoga County had neither the county children's home nor the county child welfare board, so the only way was to make the children wards of the state. The state had the power to appoint the Humane Society as its local agent. The state advanced the money to pay for the care of the children, and then collected it from the county, a cumbersome procedure which created a demand before long for the establishment of the Cuyahoga County Child Welfare Board.

By 1930 there were 1000 children placed at board by the Humane Society in private families who were paid from public funds. These were children whose physical or mental condition required long-time care which parents and relatives could not give. The Juvenile Court reviewed every case to decide whether it was best for the state to accept guardianship. Careful investigations were made either by the Court or by the Humane Society and when an agreement was reached the state accepted guardianship but asked the Humane Society to place and supervise the children in private families. In the case of Jewish children, the Welfare Association for Jewish Children accepted responsibility for supervision.

COUNTY CHILD WELFARE BOARD
2210 Cedar Avenue

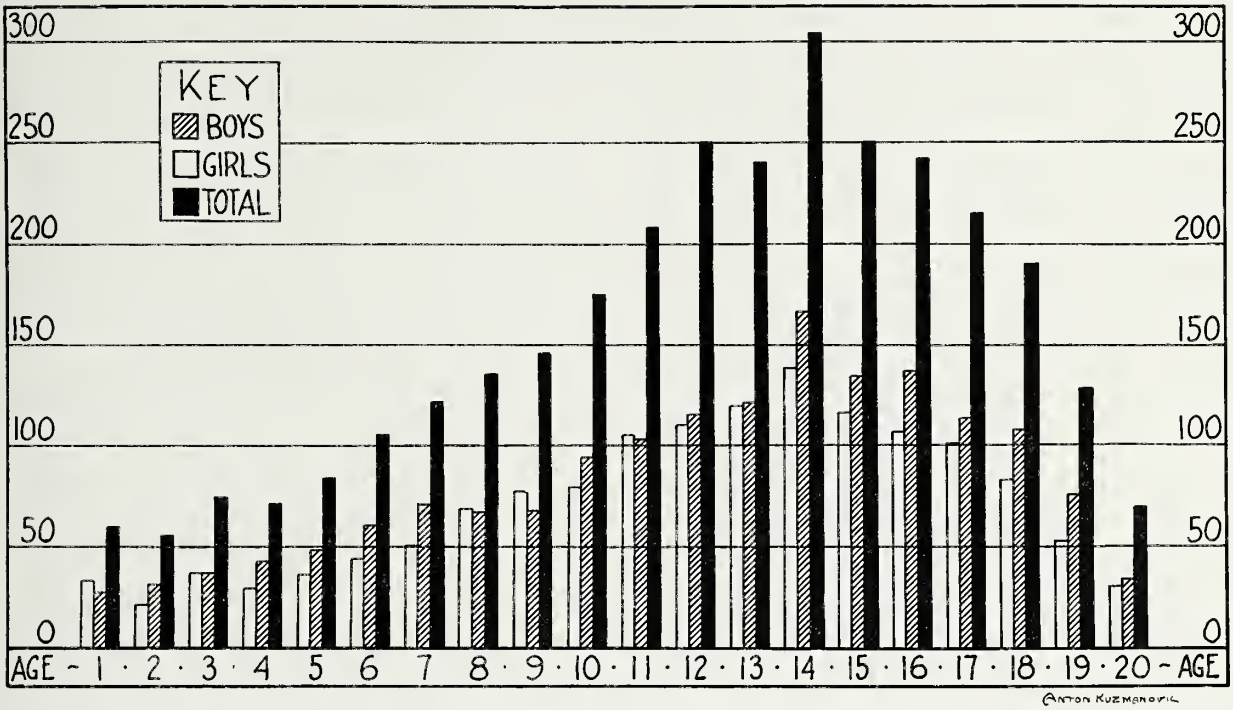
In 1930 the Commissioners of Cuyahoga County appointed a Board of Child Welfare, composed of five members, well informed on child welfare matters, to serve without salary, representing both political parties and the Jewish, Catholic and Protestant faiths. The Board appoints the salaried superintendent. The staff is selected from those who are able to pass civil service examinations. The Board is a cooperating member of the Welfare Federation of Cleveland.

Guardianship of over a thousand children was transferred to the County Child Welfare Board during 1930 by the Humane Society and the Welfare Association for Jewish Children. By the winter of 1937-38 the number of children under care had increased to 3400. The circumstances surrounding each child are reviewed before the judge of the Juvenile Court. Only children committed by the Court may be accepted by the Board.

People who pay taxes which support the work of the Child Welfare Board do not always understand why so many children are dependent on the county.

A recent analysis of 1535 families showed that more than two-thirds of the fathers and over one-half of the mothers were dead or lost. Of the parents still living a high proportion were not employable, for the most part because of mental or physical ill health. More than one third of the families with any income at all paid something toward the support of their children, showing they were willing to do what they could. Of those employed the largest number were laborers and their median income in 1936 was $57 a month. One-third of them earned $70 per month or more. In 1936 a total of $8812 was collected from parents in the latter group toward the support of children.

Great care is taken to find foster homes suited to the special needs of each child. Families are selected of the same religion as the child's parents and as far as possible of the same racial background. Women who board babies must have special experience. Men in foster families for boys are expected to train them as their own sons. Only families



Graph to show prevailing ages of children under care of County Child Welfare Board.

genuinely interested in children are accepted, because the amount paid for board is so small that it covers only the actual cost of care. It is not to be thought of in any way as a money-making proposition.

Considerable care is taken that children under the County Board should be suitably dressed. Most foster homes are located in neighborhoods where the children associate with others who are adequately clothed. For the six year period from 1931 to 1936 the annual cost to the county of clothing boys was $26.98 and $29.11 for girls.

The chart on this page shows the number of children at each year of age from one to twenty, under the care of the County Board of Child Welfare in June, 1936. The largest age groups are between twelve and sixteen years with the greatest number fourteen years old. These are expensive and difficult years because of rapid physical, mental and social development.

In 1931 the average annual cost to the county for each child was $340, or 93 cents a day. The average cost during 1934, 1935 and 1936 was lowered to $284 or 78 cents per day, which included medical costs, transportation, as well as board, room and clothing of the children and salaries of the social workers.

MOTHERS' PENSION LAW OF 1913

In 1913 a new and important code of laws relating to children, called the Children's Code, was passed by the Ohio legislature. It required every county (1) to establish a juvenile court, and (2) to provide funds for Mother's Pensions.

The Mothers' Pension law was first called "The Widows Pension Law" because it was intended for the benefit of children whose fathers had died or whose mothers were left alone to care for the family. If the father was in prison or in a state hospital or was permanently disabled, the mother was widowed in the sense of being the sole support of the family. Actually it was not so much a pension to mothers as it was public assistance to dependent children.

The law required the counties to raise the money and left it to the judge of the juven-

ile court to decide which families to help. The purpose of the law was to provide a way by which widowed mothers of good character who were physically and mentally competent could stay at home to take care of their children. It is always a double handicap to children who are fatherless to have their mother away from home long hours trying to earn the family living. To break up the home by placing the children in an institution deprives the children and costs the community more than for the county to grant the mother an allowance. It is as if the government employed the mother to train her own children, recognizing that her affection and interest would be difficult if not impossible to replace.

The allowances made to the mother, paid monthly in cash, depended upon the number of children under sixteen and the needs of the family. The early law fixed a maximum amount which was often so small that mothers were obliged to work away from home part of the time. There was distrust of a public agency at this time and a feeling that the pensions might be abused by the court or by politicians. As a matter of fact there probably has been no form of public relief so wisely spent.

Many of these mothers had depended on their husbands to plan for the family. Without their help and grieving over their loss, these women suffered from bewilderment and shock. In Cuyahoga County the social workers helped them to readjust themselves, supplied new interests, and advised them on problems of budgeting and child training. A home economist showed them how to make the allowance stretch as far as possible to provide the right kind of food and clothing. Removing the strain and worry by providing a steady income gave new courage and a respectability that affected the health and spirits of all the family.

At the beginning of 1924 there were 455 families with 1483 children receiving help from Cuyahoga County through mother's pensions. Ten years later there were 1076 families with 2940 children being helped. This was a difficult depression year and over 1600 children in Ohio were dropped from the roll of Mothers' Pensions for lack of funds in different counties. Cuyahoga County managed without dropping any but there was urgent need for state and federal assistance to supplement county funds.

AID TO DEPENDENT CHILDREN

Juvenile Court Building, 2163 East 22nd Street

In 1935 the Social Security Act was passed by Congress and in 1936 the Ohio legislature passed a state law by means of which Ohio could share in federal aid to dependent children. This law repealed and replaced the Mothers' Pension law.

The new federal program made significant changes. Children under sixteen, without parents able to support them, became entitled to assistance if they could live with *near relatives* able to give them proper care and training. For instance, children may live with a grandmother, an uncle or aunt, or older brothers and sisters, if they have good homes and are morally, mentally and physically capable, as well as affectionately interested in raising the children as members of the family.

The law which makes federal contributions possible sets up a detailed procedure under which applications may be accepted. Mothers or relatives applying for aid discuss their family income fully and confidentially with a worker at the office of the county department in the Juvenile Court Building. If it is claimed that the family income is not sufficient for "health and decency" and if other requirements can be met, the application is accepted to await the verifying of statements through tactful investigation by a social worker. The amount of aid given is the difference between the carefully budgeted needs of the family and their income from all sources.

The granting of aid is a form of contract that the government makes with the parent or relatives to provide adequate care and

training for the children. It recognizes that it is natural for every child to want to belong to a family and to be with his own people. To preserve the responsibility of the family for the children is also important for the social welfare.

The staff of social workers in the department of Aid to Dependent Children is appointed by the judge of the Juvenile Court upon recommendation of the chief of the department from a list certified by Civil Service as having passed examination successfully.

The judge also appoints an Advisory Committee of fifteen to represent the taxpayers. The committee meets once a week to pass upon cases and to make recommendations to the judge. It acts as a court of appeals in case of complaints.

In order to work with other agencies giving service to children, the department of Aid to Dependent Children is a cooperating member of the Case Work Council of the Cleveland Welfare Federation.

A STORY OF ONE FAMILY'S NEED

The school nurse sent Mrs. Mayfair a note saying that Laura was seriously underweight. She must have a quart of milk a day, plenty of oranges, eggs and fresh vegetables.

This was the last straw. Yesterday there had been a telephone message from Dan's teacher that he was absent from school all day. Mrs. Mayfair did not know where Dan was. He had been missing twenty-four hours.

She felt sick and dizzy. What was she to do? Her husband had died suddenly a year ago from heart disease. He had left five hundred dollars of life insurance but when the funeral expenses were paid she had less than half the sum left to support herself and the two children. Not very strong, she had earned what she could at day work. They had moved twice, each time into a poorer neighborhood with fewer rooms. She knew the children did not have the food or the clothing and shoes they needed. Last week she had lost one of her cleaning jobs because she could not do the heavy work.

That night as she lay awake, Dan came creeping in and went quietly to bed. Then she knew what she must do. For the children's sake she must ask for help. She had put it off dangerously long.

Her mind was relieved by her decision and at breakfast she consulted the children. Dan confessed he had been ashamed to come home because he had lost his one and only coat at a sandlot ball game, and he admitted other troubles besides.

Laura made no complaints but agreed to tell the school nurse why she couldn't have the milk and fresh fruit. Perhaps the nurse would tell them what to do.

Before the day was over the nurse came to see Mrs. Mayfair. She knew how to get the milk Laura needed and advised Mrs. Mayfair to ask for assistance from the department of Aid to Dependent Children. She suggested that a social worker might be of help about Dan. She explained it would take a few weeks for the necessary investigation of Mr. Mayfair's death and their present circumstances. Mrs. Mayfair felt her troubles grow lighter as she shared them with this calm and cheerful nurse.

In a month or two Mrs. Mayfair began to receive an allowance. When Laura continued to look white and thin, the social worker arranged for her to go to the Children's Fresh Air Camp till her weight became normal. Before time for her to come home the worker helped Mrs. Mayfair move to a better neighborhood.

There was no more trouble with Dan. He had new shoes and a warm coat and sweater for cold weather. With his mother more cheerful and a room of his own for sleeping, life seemed somehow happier and more respectable. When they moved to the new neighborhood, he entered high school determined no one should ever know that he had a truant record. He was dressed as well as his companions and he would act as well.

Chapter 8

Institutions For Dependent Children

What is the present after all but a growth out of the past?—Whitman.

Part 1. INSTITUTIONS FOR GENERAL CARE

From 1850 to 1910 most of the children in Cleveland who became dependent were cared for in institutions supported by private charity. They were called *orphan asylums* or *orphanages* in the early days. Later they were more often called *children's homes,* as the managements tried to make the institutions homelike. The most recent institutions have avoided using either *orphanage* or *home,* and have selected picturesque names such as any family might use for a country estate or residence of which they were proud.

BEECH BROOK
Lander Road, Orange Township

The present beautiful buildings of the institution formerly known as the Cleveland Protestant Orphan Asylum are located on a wooded estate of one hundred acres, 14 miles from the Public Square. To understand the difference between the modern "cottage type" of institution and the old style orphan asylum, it is worthwhile to trace the history of this home for children, which is the oldest in Cleveland supported by private funds.

Early History

The Cleveland Orphan Asylum, founded in 1852, was the first of the orphan asylums and was started by Protestants though not identified with any one church. It was the predecessor of the Beech Brook of today, and came about in this way.

The winter of 1848 had been extremely long and cold. There was a scarcity of work and much sickness. In the summer of 1849 the Asiatic cholera reached Cleveland. The settlement at Sandusky was practically wiped out by the epidemic. In Cleveland, although conditions were not so bad, the records show there were 130 burials as a result of cholera. Since the population was only 17,034 this was a high proportion.

The ladies of the Martha Washington and Dorcas Society who met once a week to sew for the poor were greatly disturbed about the children. They proposed to "hire a house for those poor destitute children." A wooden building on East 9th Street was rented and Miss Sophia Hewitt volunteered to act as superintendent and teacher without pay.

The Asylum was started under the management of a board of twelve ladies. The first year there were eleven orphans cared for under eight years of age. The next year an acre of land was donated at the corner of Woodland Avenue and East 55th Street where a new building was occupied in 1855. "Sixteen unhappy children" were removed from the infirmary and placed in the orphanage in 1856. In return for this service the city council paid $150 a year to provide a teacher.

In 1875, since the Catholics and the Jews had their own children's institutions, it was decided to change the name of the asylum to the Cleveland Protestant Orphan Asylum. This institution had secured the interest and aid of some of Cleveland's wealthiest families. Their gifts both of money and of land were prudently invested until a considerable endowment was laid by. In 1878 the city had crowded so close about the building on East 55th Street and Woodland that a large new building was erected at 5000 St. Clair Avenue, which was then considered in the country. A special gift made possible a wing

to be used as a hospital which was the most modern in the city at that time for the care of children. The city kept on growing until this building too was surrounded and the neighborhood became undesirable for children.

The Institution Today

In 1926 the institution was moved to its present location on Lander Road and the name was changed to Beech Brook.

Instead of one large building, there are now ten smaller ones. Each cottage is actually a good sized house, modern in every particular, with room for fifteen to twenty children. This is as large a number as the cottage matron can "mother". Each cottage has a "house-father" to complete the home atmosphere. To the older boys especially, this means a great deal.

A separate hospital building provides for isolating sick children. The stone chapel contains a fine organ and provides a stage for entertainments as well as religious services. The present equipment, grounds and buildings cost over a million dollars. The Home is supported mainly by endowment and gifts, but parents and relatives pay what they can. Beech Brook is a cooperating member of the Welfare Federation of Cleveland. Children are not expected to stay longer than is necessary for conditions to improve in their own homes. When that is impossible, they are prepared for placement in suitable foster homes.

EARLY CATHOLIC INSTITUTIONS

The building of the Ohio Canal had brought a great many Irish families to Cleveland, most of whom were Catholics. A considerable number settled in Ohio City, Cleveland's rival on the west side of the Cuyahoga river. There was also a settlement of German Catholics.

Cleveland had belonged to the Cincinnati diocese of the Roman Catholic Church until 1847 when the Reverend Amadeus Rappe of Toledo was appointed Bishop of the newly created diocese of Cleveland. Bishop Rappe's statue may be seen today on the grounds of the Cathedral at East Ninth Street and Superior Avenue.

Poverty, scarcity of work and the cholera affected the Catholic parish severely. Bishop Rappe, called the "Father of the Orphans", sent an appeal for help to the many Sisterhoods in France. His messenger succeeded in enlisting aid from the Sisters of Charity at Boulogne and from the Ladies of the Sacred Heart of Mary in Paris. These ladies reached Cleveland in 1851. The Sisters of Charity accepted responsibility for establishing an orphanage for boys and the Ladies of the Sacred Heart one for girls.

Bishop Rappe first secured a small house on St. Clair Avenue, to serve as a temporary orphanage for girls, to be known as St. Mary's Female Asylum. The first child was received on Christmas Day, 1851.

In 1853 one of the Ladies of the Sacred Heart inherited a considerable fortune. With this and other help from France, land was purchased on old Harmon Street, now East 20th Street, and a substantial brick building was erected and occupied in October, 1853. The next summer six adjoining lots were purchased as a playground for the children.

Early records state that by 1863 the location had proven unsatisfactory for little children and "for sanitary reasons"* the children from two to eight years old were moved out of the city that they might have advantages of "pure country air."* This so-called country location was on Woodland Avenue near East 66th Street. At this time the name was changed to St. Joseph's Orphanage.

ST. JOSEPH'S ORPHANAGE
6431 Woodland Avenue

In 1863 St. Joseph's Orphanage for girls, named after St. Joseph, foster father of Christ, was established on the site still occupied. The original purchase was five

*From *The History of Catholicity in Northern Ohio* by Rev. George F. Houck.



Parmadale — An aerial view of the picturesque grounds and many cottages of the Catholic "Children's Village."

Courtesy—Aerial Surveys, Inc.

acres adjoining Woodland Cemetery. In 1864 "a beautiful grove of five acres" was added. Part of the land was sold in 1893 to raise funds for a second addition to the institution which had become overcrowded.

In 1894 the older girls who had been cared for at St. Mary's on East 20th Street were transferred to St. Joseph's. By 1900 the number in the institution had grown to 226, with 38 Sisters in charge. In 1937-38 the average number ranged from 120 to 140, with a staff of 53.

The seventy-seven year old walls still stand. Despite the age of present buildings, the program of care and training is modern. The institution cares for girls between five and sixteen years of age. Children attend school in the institution. Eight grades are taught under the parochial school system. An ungraded class is given special training in home-making, with sewing and cooking. The recreational program includes Girl Scout troops, hikes, visits to museums, shopping trips, and summer camps.

As a rule fifty or sixty of these girls have brothers at Parmadale, the institution for boys. Contact with brothers is encouraged, looking toward the day when the family can be reunited.

Investigations for admission and discharge with other case work services are provided by the Cleveland Children's Bureau, with final decision at the Catholic Charities Bureau. The Home is a member of the Welfare Federation, receiving support from the Community Fund.

CHILDREN'S VILLAGE OF ST. VINCENT DE PAUL *"Parmadale"*

6753 State Road, Parma

The Children's Village of St. Vincent de Paul is beautifully located on 180 acres of well-forested land, known as Parmadale, eight miles southwest from downtown Cleveland. It is named for St. Vincent de Paul, founder of organized charity in France in the seventeenth century. It is the successor to St. Vincent's Orphan Asylum.

Early History

The two Sisters of Charity who had come from France in 1851 at the invitation of Bishop Rappe to found an orphanage for boys brought two novices. Two of the Sisters found the climate uncongenial and soon returned to France. The other two stayed on through all the early difficulties that accompanied the founding of an orphanage for boys in a strange land. Bishop

Rappe negotiated the purchase of eight acres of land at the intersection of Monroe and Willett Streets on the present site of the Monroe-Fulton city playground. A fair was held, attended by people of all denominations, which resulted in a fund large enough to start building a frame house. In May 1853, it was completed and opened with eleven children. It soon became so crowded that by 1859 the building was enlarged. Another addition was necessary in 1865 during the Civil War crisis. Room being again needed in 1883, accommodations were made available at Louisville, Stark County, in a building which had been a college. Fifty boys were transferred there, but even with this outlet another three-story addition to St. Vincent's had to be built in 1897. By 1900 there were 225 boys with 30 Sisters in charge.

While the number of boys kept on increasing during the next twenty-five years, the buildings were growing older and the neighborhood more and more congested. A movement was started to build beyond the city limits. After several years of effort, money was raised and the present modern institution on the cottage plan was dedicated September 27, 1925 at Parmadale.

Life at Parmadale Today

The central administration building includes school rooms, separate dining rooms for boys from different cottages, and a chapel. There are twelve cottages, each designed for forty boys. The original plan calls for a group of buildings for girls to be built later. The cottages are not alike but are of similar Tudor-Gothic design. All are fireproof.

For the small children there is a nursery school and a kindergarten. For older children eight school grades are taught by Sisters with normal school training. Boys ready for high school are placed by their social workers at board in private families if they cannot be returned to their own homes or to relatives. Children are trained in the practice of their religious duties by volition and attraction rather than by compulsion. Attendance at public devotions is encouraged by example and suggestion, but is not a matter of rule and regulation.

Every boy who is physically fit is encouraged to take some part in athletics and music. Football, basketball and baseball are supervised by trained men. A recent report tells of forty-eight teams in basketball, twenty-five in baseball and sixteen in football. The boys also enjoy horseshoe tournaments, boxing matches, track and field meets. Nearly every boy is encouraged to learn to play a musical instrument. The band has won several prizes in community contests.

Children are admitted to the Children's Village upon application to the Cleveland Children's Bureau and the Catholic Charities Bureau. Boys remain at the Village for training while case workers are trying to prepare their own homes and relatives to receive them again. The aim of case work is to prepare the child's own family to resume responsibility for him.

The building of Parmadale was made possible by the Catholic Charities Corporation. Children from outside Cleveland are paid for by the Corporation. Cleveland children are supported by the Community Fund through the Welfare Federation. Whenever parents are living and working, they are expected to make payments for board and clothing of their children.

BELLEFAIRE

Fairmount and Belvoir Boulevards

Bellefaire is an institution for Jewish children between the ages of five and sixteen. It is the successor to the Jewish Orphan Asylum which was founded in 1867 by a Jewish lodge, the Independent Order of B'nai Brith. Bellefaire was built in 1920 on thirty acres of land at Fairmount and Belvoir Boulevards in University Heights. Its buildings and campus compare favorably with any good boarding school.



Bellefaire—The beautiful campus of the Jewish Orphans Home.

Early History

In 1867 the Jewish Orphan Asylum had been founded to meet the needs of children left orphans or fatherless by the Civil War. The first building was located on a large lot on Woodland Avenue near East 55th Street, and was dedicated July 15, 1868. Numerous additions were made from time to time. The central building, erected in 1886, was then considered one of the finest institutions in the country. An institution that fitted the needs of 1886, however, was sadly out of date by 1920.

In that year the trustees and officers of B'nai Brith called in consultation certain experienced persons outstanding in the entire country, in order to obtain the best possible advice on plans for a modern children's home. For two days in New York City these experts were questioned regarding the best kind of care for dependent children. It was found that there was no need for a larger institution; that mothers' pensions and relief for people in their own homes, accident prevention and better health provisions, made it unnecessary to plan for large numbers of children in an institution. The kind of home that most nearly resembled good family care was the one they decided to build.

Cottage Plan

Instead of providing for five hundred children as had first been planned, building for half the number was agreed upon. Five double cottages, each for fifty children, were built in a semi-circle with a beautiful chapel in the center. Across the front of the campus stretches the administration building with double wings connected by an open arcade through which is seen a vista of the chapel and campus beyond. The gymnasium with a swimming pool, called Alumni Hall, was built by the alumni who are loyal and devoted. Separate buildings for the hospital, laundry, power house, and home for the superintendent surround the campus.

School, Work and Play at Bellefaire

The children attend public schools and each is sent to the school which fits his vocational needs. Every child planning to leave junior high school for senior high is given vocational guidance at the Jewish Social Service Bureau. Arrangements sometimes are made for helping very promising children in college, if they are willing to work to help themselves. All children are trained in earning and spending their own money, from the senior high school student to the

little tot who has three cents of his own to spend each week.

Children are welcome to invite relatives and friends to entertainments and occasional meals. As the children attend public schools, they are encouraged to invite their school clubs to meetings on the campus and to hold athletic contests there. Both boys and girls have their own self-governing athletic council. The aim of the staff is to give the children a feeling of freedom in the midst of security.

A case worker keeps in touch with families during the children's stay at the institution and returns them to their parents or relatives as soon as improved home conditions permit. The worker keeps in touch with boys and girls as they go back home or go to work.

Boys and girls who remain until the age of sixteen are confirmed by a Cleveland rabbi. Religious services are held every Saturday morning and all holy days are observed. The children are taught the Hebrew language and Jewish history.

Bellefaire is a member of the Jewish Welfare Federation and receives a portion of its support through the Community Fund.

ST. ANN'S INFANT ASYLUM
3409 Woodland Avenue

St. Ann's Infant Asylum is better known as St. Ann's Baby House. It is a Catholic institution, established in 1873 for babies and young children. The building is on the grounds of St. Ann's Maternity Hospital. St. Ann was the mother of the Virgin Mary and her name is often given to Catholic hospitals for mothers and babies. The Baby House is also known as St. Anthony's Infant Rest, after St. Anthony of Padua, patron saint of children.

Because of the advantage of being closely associated with St. Ann's Hospital, babies are referred here by private doctors when they are in need of observation and medical treatment for feeding difficulties or any other weakness or illness.

The Catholic Church and Catholic Sisterhoods for centuries have provided care for *foundlings*. An abandoned baby in the old days was called a foundling. In Cleveland today, the police may take any unknown and deserted baby to St. Ann's, knowing that it will be well cared for, while every effort is made to trace its parents.

Parents and relatives are expected to pay for the babies whenever they can. Dependent children from Cuyahoga County are supported by the Community Fund through the Welfare Federation of Cleveland. The cost of care for the children from outside Greater Cleveland whose families cannot pay is met by the Catholic Charities Corporation.

The Sisters of Charity of St. Augustine have charge of the Baby House. Some are trained nurses; another has had kindergarten training. Children over two years of age are sent to the nursery school at Longwood public school. This training helps to make easier their adjustment in foster homes if they cannot return to their own families. Case work service is given by the Cleveland Children's Bureau.

JONES HOME
3518 West 25th Street

The Jones Home for children is named after Carlos Jones, who was mayor of Brooklyn Village in 1887. That year he and his wife started the orphanage in their own home, a white farmhouse just beyond the Cleveland city limits. The present large brick building is on the same location but is now well within the city limits. Mayor Jones gave forty acres of land and more than $150,000 for the "care, support and education of destitute children." Other considerable gifts have made the present institution possible. About one third of its support comes from endowment and money paid in by friends and relatives of the children, while two thirds come from the Cleveland Welfare Federation through the Community Fund.

The Home cares for approximately sixty children at a time. They are sent to public schools and may belong to school clubs, Scout and Camp Fire organizations. They attend church and Sunday School at the Archwood Congregational Church. As rapidly as plans can be made, they are placed in private family homes. Social workers from the Children's Bureau do all they can to make the children's own homes fit for their return at the same time that the children are being taught wholesome habits at the Home. If they do not have parents or relatives to whom they can go, they are placed in foster homes after training.

CLEVELAND CHRISTIAN HOME
11401 Lorain Avenue

The Cleveland Christian Home is a Protestant institution under the Disciple Christian Church, for dependent boys and girls. It is a member of the National Benevolent Association, which helps support six homes for children and seven homes for the aged in the United States. The Cleveland Christian Home serves children in six states. It has room for one hundred children, accepting them from babyhood to twelve years. Children who have both parents living are not accepted. The children attend public school. They remain in the institution only long enough for workers to find places for them with their relatives, or in foster homes. Occasionally a gifted child is helped through college.

The Home is a member of the Cleveland Welfare Federation. Support for Cleveland children comes through the Community Fund if relatives cannot pay.

HOME OF THE HOLY FAMILY
18120 Puritas Road

The Home of the Holy Family is a Catholic institution for dependent boys and girls between the ages of three and fourteen. It was founded by Mother Donovan, who believed in keeping boys and girls from the same family together. It has room for about forty children. It is supported in part by money paid by parents or friends of the children, and in part by the Community Fund through the Welfare Federation.

ORTHODOX JEWISH ORPHAN HOME
879 Parkwood Drive

The importance of training children in religion according to a certain faith was emphasized by the orthodox Jews in Cleveland, who in 1921 founded the Orthodox Jewish Orphan Home.

Boys and girls between five and sixteen years are accepted after an investigation of family conditions by a social case worker. Before acceptance, the children must pass a medical examination at Mt. Sinai Hospital. The two buildings, one for boys and one for girls, have a total capacity of fifty-five. A swimming pool and play space offer recreation. The children attend public school and, in addition, receive daily instruction in religion and Hebrew at the Home.

The Orthodox Jewish Orphan Home is a member of the Jewish Welfare Federation and receives a portion of its support from the Community Fund.

CLEVELAND CHILDREN'S BUREAU
1001 Huron Road

The Cleveland Children's Bureau was established in 1921 as a central bureau of investigation for both Catholic and Protestant institutions.

In 1917 a survey made under the Federation for Charity and Philanthropy (now the Welfare Federation) showed that each of the institutions had a different procedure for accepting children and that families shopped around among them to get their children admitted.

A certain widower with four children was known to have had his children placed in practically every one of the Protestant institutions. After a few months in one Home, he would take them out for a few weeks, only to place them later in another. The unfortunate children were being changed about in school, and made friends

only to lose them. After several years of moving, they were getting no lasting benefit and each institution had been put to considerable expense.

This was perhaps an extreme case but it showed the need of a more uniform procedure and the saving that would be involved if one agency could be made responsible for admission to all institutions. It was too expensive in time and money for each institution to employ an investigating staff.

Following the World War there was a heavy increase in the number of dependent children. War always brings suffering to children by breaking up their homes. The influenza epidemics of 1918 and 1919 made matters worse. Institutions for children were crowded and had waiting lists.

To make sure that children were not being kept in the institutions longer than necessary, and to encourage the best practices in child care, a thorough study of twenty-two children's homes in Cleveland was made in 1920 under the expert direction of Dr. Henry W. Thurston of the New York School of Social Work. This survey recommended and succeeding in obtaining the organization of a children's bureau. It also urged that more be done to make the child's own home a fit place; but when the home must be broken, that children be kept a shorter time in institutions. Another important recommendation was that the staffs of institutions should be better trained, better qualified and better paid.

Later the Humane Society and the Children's Bureau united in asking the School of Applied Social Sciences of Western Reserve University to undertake the training of child welfare workers. The first students in this field were accepted in the fall of 1922.

The duties of the Children's Bureau as first outlined were: 1) to investigate each application for admission to a children's institution; 2) to furnish each institution full and complete information concerning the child; 3) to obtain a physical examination and mental tests of each child before admission; 4) to keep in touch with the child's family and to inform the institution of any changes therein; 5) to supervise children who were refused admission if their own homes presented problems not requiring court authority; 6) to conduct conferences on problem cases with representatives of all agencies using the Bureau.

Begun as a council of representatives from the children's institutions to act as a social service planning center, the Children's Bureau developed gradually as an agency with an independent board of directors. It is supported by the Community Fund through the Welfare Federation. It has also become responsible for placing and supervising a small number of children dismissed from institutions to foster homes. It constantly encourages the use of institutions only for short time care and for purposes of special training, since it is difficult for most children to readjust to family life after a long stay in institutions.

A recent report of the Children's Bureau states: "The old-time institution for normal children is giving way to the specialized institution with thorough medical service for physical defects, with a special nutrition program and a policy of individualizing and training problem children."

Children's Bureau Medical Clinic

In 1923 the Children's Bureau medical clinic was established at Lakeside Hospital (now a unit of University Hospitals), to supply medical and dental services. The hospital furnishes rooms, light and heat. The Children's Bureau, Humane Society and Cuyahoga County Child Welfare Board share the cost of supplies, equipment and staff.

Children are examined to make sure they have no contagious or infectious disease before they enter an institution or are placed in a foster home. Sometimes it is found that they need their tonsils removed or some other physical defect corrected. What-

ever the care they need, it is provided either through the Children's Bureau Clinic or at the institution which they enter. This care is also provided for the children who may be left in their own homes but who are befriended by the Children's Bureau or the Humane Society.

WHAT THE CHILDREN'S BUREAU DID FOR JOE

"The worst pest in the whole cottage," was what they called him. He was like a wasp darting in and out, teasing, pinching, running off with other boys' toys, and then laughing at their anger. "You just can't get next to him," the cottage mother said.

Joe had cultivated this indifference as his protection against hurts. His mother had not wanted him. She had married his father to get away from home. While Joe was still young, she disappeared never to return. After a while Joe's father had remarried but the new stepmother did not want Joe. He was too much a reminder of "the first missus." So Joe's father paid for his care in the Children's Home.

The cottage mother knew that a problem boy is an unhappy boy. She discovered that Joe was a born mimic and gave him a leading role in a minstrel show. Once she said, "There's good stuff in you, Joe. We like you." All the time she acted as if she meant it.

Through the understanding and skill of the social worker from the Children's Bureau, difficulties between Joe and his father were cleared away. They began to enjoy visiting. The social worker also gave the boy a chance to talk. At first he did not trust her but one day he said, "I never had a chance. I want a home."

A home was found, one in which the foster mother was a smiling, comfortable person with warmth in her heart for boys. Joe is quieter now. There are still times when he "gets that look" but the foster mother is not vexed. Joe's father visits him and pays his board. The social worker visits Joe, too. Joe knows she is ever ready to listen, and he finds so often that just telling helps.

STATE PROTECTION AND LICENSING

The mistaken enthusiasm of groups of people desiring to start new institutions without sufficient funds and a well trained staff led to the passage of a state law which requires the approval of the Bureau of Charities in the State Department of Public Welfare before a charitable institution or agency for children may be incorporated. The law also requires visitors from the State Bureau of Charities to inspect and license all children's agencies and institutions. The institutions which are members of the Welfare Federation of Cleveland have been licensed by the State Bureau of Charities. Only such agencies and institutions are described in this book.

The number of institutions for children in Cleveland has not increased as the population of the city has grown. Fine new buildings in better locations have been erected but the total capacity has not increased to any extent.

Several institutions were closed between 1915 and 1934. In 1915 the Humane Society closed the Lida Baldwin Infants Rest, an institution for abandoned and homeless babies. The Hebrew Infant Orphans Asylum was closed in 1922 and its work taken over by an agency using foster homes, the Welfare Association for Jewish Children. In 1930 St. Mary's Institute on Buckeye Road, a Catholic home for girls, went out of existence. St. John's Orphanage, an Episcopal home for girls, moved to Painesville in 1928. The Hungarian Evangelical Lutheran Home was closed in 1922. Holy Ghost Orphanage for Polish children closed its doors about this time. St. Basil's Ukrainian Home (Greek Catholic) moved to Philadelphia in 1925. Holy Cross House for crippled and convalescent children closed in 1934.

Since 1910 the use of foster homes for children has steadily increased but even more significant has been the development of case work services which aim to make the child's natural home a fit place. The first principle of good social work today is not to break up a home or weaken the parents' responsibility by removing the children, except as a last resort.

INDIVIDUALIZED CARE IN UP-TO-DATE INSTITUTIONS

Years ago dependent children in an institution dressed alike and were marched to church or taken out for trips, two by two, much like soldiers in uniform. Their clothes, their toys, their books belonged to everybody. They slept in a dormitory, one large room with rows of beds all alike. We may be rather sure that in those days they did not have individual towels, tooth brushes or combs.

Today Homes for children are altogether different. Each child has his own rights.

He has his own clothes, and a locker in which to keep them. In most Homes the child may go shopping with his housemother and may have something to say about the color and the style of his clothes. Whenever it is possible, he is given opportunity to earn his own spending money. He has a choice in his studies and his types of recreation. When he is ready for high school his special interests and aptitudes are tested and he may be sent to a school for special vocational training. He has a chance to try out for athletics of all kinds. If he shows interest and talent he may secure training in music, art or handcraft. The boys and girls from most of our Homes today are not to be distinguished from children who come from their own homes to the public and parochial schools. They have furnished many a star in football, dramatics and classroom studies.

It is clear that it costs more to maintain such institutions. The staff must be expert and carefully trained; more equipment must be provided and more individual attention given each child. However, if children can be prepared for self-support; if in spite of early misfortune they can be transformed into healthy, happy personalities, the money has been well spent. Such institutions are less costly to society than continued neglect of children which may lead later to hospitals, courts and jails.

Part 2. TRAINING HOMES FOR OLDER BOYS AND GIRLS

Cleveland has been like a fast-growing child whose size, needs and habits change in each period of growth. Its institutions, too, have changed, though they have not always been able to keep up with the growth of the city. While Cleveland was small and possessed little wealth, the best its institutions could do was to offer shelter and board to needy children. The early institutions were maintained by workers who served with next to no wages. They actually had no special training and found it difficult to look after children who were handicapped or who had peculiar problems.

As Cleveland grew in size and in wealth, it had more resources. Thoughtful people recognized that children of different ages had different problems and required study and training adapted to their needs. Teachers, social workers and institutions began to specialize to meet the particular needs of children at different ages. Since many children over the age of ten seemed to profit most by association in groups, there grew up several institutions designed as training homes for older boys and girls, which will be described in this chapter.

Boys and girls who have had unfortunate experiences in their own homes may overcome resentment, rebellion and fears in association with groups where wholesome recreation, handcrafts, vocational guidance and training are provided. It is especially desirable that they have personal conferences with wise leaders who understand the psychological and emotional problems of youth. Exposure to religious influences which attract through their wholesomeness can bring about changes in personality which will be of lifelong help.

BOYS' HOME OF THE Y. M. C. A.
2307 Prospect Avenue

The Boys' Home Branch of the Y. M. C. A. is for homeless youth needing aid and encouragement while seeking self-support. It was first called the Boys' Bureau of the Associated Charities and the Y. M. C. A., under whose auspices it was started in 1932. Studies made in 1931 showed that there was need for more facilities for the care of the large number of homeless boys between 16 and 21 in Cleveland. Many organizations and generous public-spirited individuals contributed to the establishment of the Home, giving time and money to secure the residence, to modernize it and to equip it suitably for use as a Home.

The purpose of the Boys' Home was stated in the address of dedication in May 1932, as follows: "For service to homeless boys who have been made orphans, or who have lived with friends who can no longer support them, who have no place to turn, no place to sleep, nothing to eat, no friend, no parent, no credit."

In 1936 the Y. M. C. A. became responsible for the management of the Home and it is now known as the Boys' Home Branch of the Y. M. C. A. The executive at the Boys' Home works closely with the vocational and employment department of the Y. M. C. A. and has an advisory board of interested men. Boys are admitted when referred by one of the placing agencies, such as the County Child Welfare Board, the Humane Society and the Children's Bureau. Agencies referring boys to the Home pay a specified rate for their board until they are able to pay their own way. As soon as any boy is able to support himself and to adjust himself to independent life, he is expected to leave the Home and make room for another.

About one third of the boys are still in school. The others are working or seeking work. Board at the Home is low because the boys do most of their own work. A housemother does the cooking but the boys do the dishes, take care of their rooms and their own laundry. They have the privilege of using the downtown Y. M. C. A., including the gymnasium, swimming pool and club rooms on certain nights each week.

Boys who have no families and friends to help them get their first jobs have a hard time at best. In periods of depression such boys become desperate. The following story illustrates the need.

STORY OF A HOMELESS BOY

John grew up in a Cleveland orphanage. No one knows who his parents were. He did not know his actual name or age. As a growing boy he had a quick temper and it was hard for him to get along with other boys. He was very moody. He came to the Boys' Home with a chip on his shoulder and a grudge against the world for treating him so badly.

Through the Job Finders' Club of the Y. M. C. A. he was offered friendly tips in locating a job. More than anything else he wanted to earn his own way and to be independent of everyone. After several months of searching, he found a job. By saving every penny after paying his board to the Home, he blossomed forth in a new suit—every dollar of the money earned by himself. It gave him a new pride and self-respect. His temper came under better control and he began to show signs of refinement that he formerly resented. Best of all, he came to feel the thrill of helping some other boy as he himself had been helped.

LEONARD HALL, A HOME FOR BOYS

3054 Euclid Avenue

Leonard Hall is maintained by the Humane Society for boys of high school age who cannot be cared for in their own homes and who need the companionship of boys of their own age. Through learning to get on with each other, to share in the work of the Home, and to enjoy recreational opportunities of stimulating nature, the boys find satisfaction, happiness and the responsibilities that they need.

Leonard Hall is named for Bishop Leonard of the Protestant Episcopal Church, whose residence the house used to be. It was for a while known as Holy Cross House, a home for crippled children. It can accommodate fifteen boys. They attend public high schools, choosing the one which offers the vocational training most nearly adapted to their interests. They are encouraged to take part in school clubs, athletics and recreational activities. A number of the boys have parents who contribute to their support, recognizing their obligation although unable to provide for them in their own homes. Expenses of boys without parents able to help them are provided by the Welfare Federation through the Community Fund.

THE STORY OF PETER

Peter was nineteen and up against it. When he was five his mother and father had separated. The mother had kept the baby girl named Rosalie and Peter had gone with his father. For five or six years Peter's father had struggled along, working whenever there was work and moving from one boarding house to another with Peter.

When Peter was twelve his father had disappeared and left him and a two months' board bill behind. His wages had been garnisheed* twice and a third time seemed imminent, which meant that he would lose his job. Feeling helpless and unequal to the situation, he had deserted.

*Legal action compelling an employer to pay part of a worker's earnings to a person or business firm to whom he owes money.

So Peter was reported to the Humane Society. The social worker traced the mother in the hope of securing her interest and help for unhappy Peter. The mother had placed Rosalie in a boarding home but was behind in her payments and refused to accept Peter.

The boy did not want his mother because his father whom he dearly loved had prejudiced his mind with stories against her. He was placed with an aunt for a time. Later her home was broken by divorce and Peter was passed on to a friend of his aunt's. Unhappy there he begged repeatedly to be removed. His father returned finally and wanted to live with Peter again but was unable to find work and began drinking heavily. This Peter resented. The father's unhappiness resulted in suicide. Peter's rebellion against life was growing rapidly now.

The Humane Society decided he might do better in entirely new surroundings and found a home for him in the country. He stayed for two years and then ran away, refusing to go back when picked up by police.

One unfortunate experience after another had been crowded into the life of this boy then seventeen years old. The next step would be a critical one.

A place was made for him in Leonard Hall and he was encouraged to take part in games and athletics. Slowly but surely he fell into the group spirit, did exceedingly good work in senior high school and began to star in football. He wants nothing to do with his relatives but after two years of happy experience at the Hall, he is making friends and building himself a new world and turning his back on the past. He has graduated and is now looking for work.

ST. ANTHONY'S HOME FOR BOYS
8301 Detroit Avenue

St. Anthony's is a home for high school boys who need a substitute for their own family care. Its history shows how one small institution has shifted to meet the requirements of a special group.

It was founded in the year 1906 by Bishop Horstmann and was first intended for homeless boys seeking work and unable to find proper boarding homes while on their first jobs. Emphasis was then placed upon finding employment for the boys and upon providing training to equip them to be self-supporting.

Throughout the years the situation has changed. With the passage of new compulsory school and child labor laws in 1921, boys were required to remain in school until eighteen, unless employed. As the depression grew, there were fewer opportunities for boys to find work. Some boys voluntarily stayed in school, while others who had finished school or were eighteen remained at home with nothing to do. St. Anthony's Home, which was planned to care for a working group accustomed to spending only evenings at home, adapted to the changed conditions and a new program evolved to meet the needs of high school boys. Full-time supervision is now given, and the boys attend neighboring schools.

Applications for admission are decided upon in conference between the Catholic Charities Bureau and the director of the Home, who is a trained social worker. The resident staff includes a chaplain and Sisters of the Order of the Humility of Mary. St. Anthony's Home is a member of the Children's Council of the Welfare Federation and receives support from the Community Fund and the Catholic Charities Corporation.

St. Anthony's has proved a safe haven for Catholic boys at times of crises. Many return for advice and guidance and to share their experiences with sympathetic friends. They always find in the Home a comfort, both physical and spiritual, which helps on the road to independence.

CATHERINE HORSTMANN HOME
4270 Rocky River Drive

The Catherine Horstmann Home is a Catholic institution for girls between fourteen and eighteen years. It is for girls who have lacked opportunity and training in their own homes and has room for nineteen at a time. They attend schools in the neighborhood and are encouraged to finish high school. The girls receive training in sewing, cooking and general housework outside of school hours.

The Home was established by the Catherine Horstmann League, a Catholic Ladies Society named for the mother of Bishop Horstmann, the third Bishop of the Cleveland diocese. This ladies' society was organized in 1907 to assist the Juvenile Court by providing temporary living quarters for neglected and dependent girls. From 1907

to 1909 the girls were cared for at the Convent of the Good Shepherd. In 1909 the League was able to establish its own home in rented quarters on the West Side near the downtown district. Little by little they accumulated a building fund. After several changes of location, the present property was purchased in 1918.

Applications for admission are accepted by the resident social worker following conference with the Catholic Charities Bureau. In 1913 the Home became a member of the Welfare Federation. The Catholic Charities Corporation raises the money for girls from outside Cleveland, and the Community Fund for the local girls.

CONVENT OF THE GOOD SHEPHERD
Carnegie Avenue and East 30th Street

Following the Civil War four Sisters of the Good Shepherd were invited to Cleveland by Bishop Rappe to establish a training home for delinquent girls. They came from the Provincial House at Carthage, near Cincinnati, in July, 1869. Their first home was a small frame house on Lakeside Avenue. In four years their work had grown so fast that they moved to their present location. For many years this was the only institution in Cleveland willing to accept delinquent girls. It was unique in its efforts to re-train delinquent girls by means of religious inspiration and persevering patience.

The first Catholic Sisters to do this work were called Sisters of Refuge and their first convent was a local institution in France opened in 1641 as a House of Refuge for delinquent women and girls. The demand for more such institutions led to the founding of a Motherhouse at Angers, France, to train Sisters for the work which was to spread round the world.

The work of the Sisters of the Good Shepherd in Cleveland is now divided into two departments which are strictly separate, the Sacred Heart Training School for delinquent girls, and the Angel Guardian School for dependent girls.

SACRED HEART TRAINING SCHOOL
Carnegie Avenue and East 30th Street

The Sacred Heart Training School for delinquent girls was the first department to be established. It was planned in 1869 to include women as well as girls. After the Juvenile Court was established in 1902, the convent was asked to take juvenile delinquents from the Court. More recently, the Training School has confined its work for the most part to girls between fourteen and twenty-one. Most girls are sent by the Juvenile Court for a year or more. Girls are also accepted through the Catholic Charities Bureau from parents, relatives, or social agencies without going through court. A trained case worker is employed on the staff of the convent and works under the supervision of the Catholic Charities. She confers with the court and other social agencies on all admissions and discharges, and keeps in touch with the girl's progress and with her family. Approximately 125 girls are from Cleveland and a few others come from the diocese outside of Cleveland.

The convent no longer accepts those who are mentally weak and unable to profit by training, as such persons are more truly the responsibility of public agencies. All girls are studied by the Joint Psychological Service and are interviewed by a psychiatrist at the Child Guidance Clinic, previous to admission. Girls do not wear uniforms except on special occasions and are allowed occasional shopping trips, visits home and a share in certain community celebrations of a patriotic or religious nature. Considerable emphasis is placed on religious training and upon character building.

For all girls under sixteen, attendance at school is compulsory. Instructors are members of the Community, Sisters of the Good Shepherd, with college degrees. Vocational courses of many kinds are provided, including a two year commercial course for those whose tests have shown aptitude for clerical and stenographic work, commercial laundry for girls over sixteen, cooking, mending, fine

sewing, crocheting, dressmaking and homemaking. Many types of recreation are provided and instruction given for band playing.

The Catholic Collegiate Association was organized in 1922 by Bishop Schrembs to arrange for outings and recreation for the girls. Entertainments are given each month within the convent and picnics outside in the summer.

An interested women's committee for six years or more has sponsored the course in homemaking, has helped build the curriculum and provide the necessary equipment. Since 1935 an advisory board which has united all the interested groups has been active in formulating policies. The board includes three Sisters, the director and assistant director of the Catholic Charities, a doctor, lawyer, psychiatrist, representatives of the Guild, collegiate association and women's committee.

THE ANGEL GUARDIAN SCHOOL
21320 Euclid Avenue, Providence Heights

In 1932 the preservation class at the Convent of the Good Shepherd was moved to Euclid Village, ten miles from downtown Cleveland. The building stands high above the street on a wooded hillside in beautiful suburban surroundings.

The school is for adolescent girls who have lost their homes or who are in need of protection and training, but who are not delinquent. It is conducted much as any boarding school, and accommodates thirty-five girls. The Sisters provide educational advantages and moral training, that the girls may be prepared to earn their own living by the time they leave the convent. Beside the academic high school course, vocational courses are offered in commercial work, tea room service and waitress training. Especial emphasis is placed on homemaking, as preparation for the time when the girls will manage their own homes. Electives open to all girls are drawing, painting, fine sewing, music and dramatics. Recreation includes basketball, swimming, tennis, hiking and outings of various kinds.

Admissions are arranged through the Cleveland Children's Bureau and the Catholic Charities Bureau. Case work service is usually given by the referring agency with a worker from the Children's Bureau carrying especial responsibility for the institution. Parents and relatives pay what they can but the Welfare Federation through the Community Fund is mainly responsible for support of the school. Girls from outside Greater Cleveland are paid for either by their parents or by the Catholic Charities Corporation.

CLEVELAND TRAINING HOME FOR GIRLS
7200 Franklin Boulevard

Home life and domestic training while attending school are provided for girls between ten and eighteen years at the Cleveland Training Home for Girls. This Home accommodates thirty girls. Each has her own room. Most girls attend high school and all attend a Protestant church. They receive training in home-making, cooking and sewing, and carry on most of the housekeeping work of the Home.

During the summer vacation the girls may go out to work in private homes which have been investigated and approved, remaining under the general supervision of the Home.

First organized in 1892 by a group of women interested in the Women's Christian Temperance Union, it offers a home to the homeless, and training for those whose own homes fall below certain acceptable standards.

The Home has outgrown three earlier locations. It is supported by endowment and by private gifts and is a cooperating member of the Cleveland Welfare Federation. Applications for admission are made directly to the Home. Investigations and placements are made by the staff, assisted and approved by the Board of Trustees.



Training in health habits is of first importance in Day Nurseries and Nursery Schools.

Courtesy of Cleveland Board of Education

Part 3. DAYTIME INSTITUTIONS

Home Care Away from Home—Madeleine Hamill.

A ***day nursery*** is an institution at which children are left for care during the day. When night comes they return to parents and relatives in their own homes. The day nursery was begun as a service for the children of mothers who work away from home, but now serves to supplement the home in other ways—especially in the training of health habits.

A ***nursery school*** often is connected with a day nursery and is taught by a teacher with special training in the care and development of young children. A nursery school is a gathering of young children—two, three and four years old—where training is given in correct habits of eating, sleeping, toileting, dressing and undressing. Through play and a well planned program of daily activities, the teacher tries to establish wholesome social relationships between the children, and between them and adults. It often happens that a single child in a home does not know how to get along with other children or grown-ups whom he fears. Such wrong attitudes can rather easily be corrected while he is still young. If they are uncorrected, his personality may develop unfortunately.

First Day Nursery, 1882

There have been day nurseries in Cleveland since 1882. The story is told that in that year a group of young ladies, "meeting with the managers of the Women's Christian Association, decided to organize a Young Women's Branch to improve the condition of children in the so-called tenement districts." They had read in the papers of a child burned to death in a poverty stricken home where he was locked up while his mother was away at work.

THE DAY NURSERY ASSOCIATION
2050 East 96th Street

The Day Nursery Association is a member of the Welfare Federation, supported by the Community Fund, endowment and fees.

It maintains four nurseries, four nursery schools and a summer camp.

For the Protection of Children of Working Mothers

An early report of the Day Nursery Association describes its purpose in these words: "to receive small children from poor working women, who having secured a day's work at washing, cleaning, etc., having no one at their homes to leave with their children, bring them to the nursery nearest their home to spend the day, paying a fee of five cents for their care."

Free Kindergartens

In 1886 the Association began the establishment of free kindergartens in Cleveland. Inside of ten years they had started ten kindergartens.

The public school system began to introduce kindergartens in the year 1897. At the present time they are a recognized responsibility of the Board of Education and are paid for by public funds. This is one more example of the way in which a few women stirred by bad conditions start a new movement which grows and grows till it becomes widely accepted and is taken over by public authorities.

School Connections

Children between five and six years who attend the day nurseries of today have access to public kindergartens. The children of school age go out to public and parochial schools as long as they are in session. The children from two and a half to five receive training in the nursery schools connected with the day nurseries.

Health Program

The day nursery of today has a good health program. All children are given thorough physical examinations by a doctor before they are accepted. Each morning they are inspected before they join the group. They are immunized against smallpox and diphtheria and many are tested for tuberculosis. Preventive treatment for whooping cough and scarlet fever is given at some nurseries. Doctors make regular visits once a week.

Case Work Services

Before a child is admitted to a day nursery, a careful study of home conditions is made by a social worker at the request of a parent or of a social agency which is trying to keep the home from breaking down. Admission to the day nursery is now open not only to children of working parents but to children whose homes cannot provide adequate training for other reasons. The mother may be ill, incompetent, overworked or unfamiliar with American food and standards of housekeeping. The social worker who knows the home conditions, therefore, arranges for the mother to join an evening class or discussion group, and an occasional party. She also visits the mother at home occasionally if she has special problems and will accept the help. The purpose is not to relieve the parents of responsibility but to encourage them to want to make their homes better places for their children. The social worker also interprets conditions in the home to the doctor, nurse and teacher. Every effort is made to improve the quality of home life.

The four day nurseries under the Day Nursery Association have the services of a psychiatrist who confers with parents and teachers on problems of child behavior, such as those of the McGinty child whose story follows.

STORY OF BOBBY McGINTY

Mrs. McGinty was only nineteen when she married the good looking young man who promised her a home. Johnny had a job then and everything was fine until the depression came along and his factory closed. He looked for work but before long decided it was no use.

They did not want to move in with his family but there was nothing else to do. When her son, Bobby, was six months old Mrs. McGinty decided to try her luck at a job.

Bobby's grandmother took care of him after a fashion. She believed that children just grew up and needed no special training. Bobby soon found out that the louder he cried the more attention he got. He learned to stamp his feet and scream, to throw chairs and pull things out of drawers.

Mrs. McGinty thought her husband surely would find work but two years went by. He grew grouchy and discouraged. Bobby was hard to manage. Mrs. McGinty decided if she wanted a home of her own she would have to find it. Who would take care of Bobby if they moved? She remembered the Day Nursery which she passed on her way to work and stopped in to see it. In a few days Bobby was entered and the McGintys moved into an attic all their own.

At the nursery Bobby has gained in weight. He is learning to get along with other children and has found that screaming gets him nowhere. He is happier and forgets his temper tantrums for the most part.

There are many bills to pay on the furniture for their home but the small nursery fee is paid before anything else. Mr. McGinty gets work now and then, and Mrs. McGinty still hopes that in the better days ahead he will support the family so that she can stay home with Bobby. Meanwhile the nursery invites the parents whenever there is an evening discussion group, to learn what the doctor or the nurse or the nursery school teacher has to say about habit training.

CITY AND STATE REGULATIONS

There are city and state laws controlling the operation of day nurseries. The Cleveland city ordinance defines a day nursery as "an institution or place in which three or more children not of common parentage are received for periods of not less than four hours nor more than twenty-four hours at one time, for care apart from their parents whether for compensation, reward or otherwise." Sometimes well intentioned women have opened nurseries in their own homes or even in a church without understanding the danger of gathering together little children from all sorts of homes without necessary equipment and health precautions. Children under five are especially susceptible to contagious diseases. For these reasons rigid health inspection is required by the city and every nursery must be licensed by the state. The following agencies are approved by the City Department of Health and likewise by the State.

DAY NURSERIES OF GREATER CLEVELAND

Branch Nurseries of the Day Nursery Association:

Lakewood Day Nursery and Nursery School
2070 Dowd Avenue

Mather Day Nursery and Castle Nursery School
9203 Union Avenue

Perkins Day Nursery and Samantha Hanna Nursery School
2918 St. Clair Avenue.

Wade Day Nursery, 2322 East 22nd Street, and Bingham Nursery School (formerly Louise Day Nursery), 1640 East 37th Street.

Florence Harkness Summer Nursery at Willoughby takes children from the nurseries who need summer outings. Transportation is provided by the Day Nursery Association.

Jewish Day Nursery

642 East 102nd Street

Accepts children from one to sixteen years; a member of the Jewish Welfare Federation, supported by the Community Fund.

Merrick House Day Nursery

2531 West 11th Street

A part of the Merrick House Social Settlement neighborhood service.

West Side Community House Nursery

3000 Bridge Avenue

A part of the neighborhood service of the West Side Community House.

Chapter 9

Foster Home Care For Children Under Private Agencies

For every child a home, and that love and security which a home provides; and for that child who must receive foster care, the nearest substitute for his own home.
—The Children's Charter, White House Conference on Child Health and Protection.

THE use of foster homes for children is almost as old as history. The boy Moses was a foster child in the home of Pharaoh. In Cleveland during pioneer days, good neighbors cared for orphan children long before anyone dreamed of the profession of social work.

The early orphan asylums, both Catholic and Protestant, were glad to release children to families for adoption. The Cleveland Protestant Orphan Asylum was the first institution to employ a person to give time to hunting adoptive homes and to visiting children after they were placed.

Child-Placing Explained

Child-placing agencies are those which care for children in foster family homes. Foster parents are the nearest substitutes for a child's own parents. The act of selecting a foster home for a child and putting him there to be raised with as much care and affection as if he were a blood relation is what social workers mean by child-placing.

Great care is needed to match the child and the home. It is not enough to investigate the foster home, the health, temperaments, religion, education and financial standing of the would-be foster parents. Neither is it enough to study the child's heredity, temperament, habits, physical, mental and emotional condition. Both the home and the child must be studied and the way they fit together. One child will fit into a certain foster home while another will not. The delicate skill required in child-placing is a part of case work. Sad mistakes have been made by well intentioned persons who did not have sufficient knowledge to undertake it.

Different Kinds of Foster Homes

Foster homes are of four main types:

1. Boarding homes, where the child's board is paid in return for special care, but where the child does not take the name of foster parents and is more or less temporarily placed.
2. Free homes are of two types:
   a) For children usually placed when young and who are being brought up as if they were own children, and who will remain indefinitely; very often they use the name of foster parents though not adopted.
   b) For children old enough to do sufficient work to compensate for board while attending school; some receive an allowance depending on ability.
3. Adoptive homes for children who after remaining six months or longer with foster parents will be adopted in probate court and take the name of foster parents and become their legal heirs.
4. Wage homes for older children where wages are paid in return for children's work, as for care of young children and housework.

State Laws and State Licenses

State laws require that as far as practicable children shall be placed only in homes of the same religious belief as the child's parents. No private family may board a child who is not a blood relative without a license from the state. The license must be renewed each year following a re-investigation. In Cuyahoga County the following agencies are



The child who wants a home and to belong to somebody.

given power to represent the state and grant licenses after careful investigation: County Child Welfare Board, Humane Society, Children's Bureau, Girls' Bureau and Welfare Association for Jewish Children. The Ohio law forbids doctors and hospitals to give children out to foster homes without the express permission of the juvenile court or a duly licensed child-placing agency. Occasionally a doctor is asked to arrange the placement of a baby of illegitimate birth but this is contrary to public welfare. Neither he nor a hospital has time or preparation for the necessary investigations and case work services.

Early Child-Placing by Institutions

In the early days of institutions for babies sad mistakes in child-placing had been made occasionally. Childless couples would come to the institution looking for a baby. They would bring letters of recommendation from pastor, doctor, or other prominent citizens. When the letters were wholly favorable and the appearance of the couple was prepossessing, they would be allowed to take the child without an investigation of their home. In one instance a woman took a baby while her husband was away on a long trip and told him it was her own. Later she applied for a divorce and claimed alimony for the support of the child. The baby died after a short time under circumstances indicating lack of care. Other babies were adopted by foster parents who found later that they had an incurable disease; in other cases children turned out to be feeble-minded. Most often things turned out well but the occasional tragedy was enough to show the need for improved service.

Western Reserve Conference On Child Care

It was in 1910 that a new movement was started which stressed the importance of case work for children and child-placing in Cuyahoga County. A Committee on Cooperation had been organized by the Cleveland Associated Charities. It became interested in developing better standards of work for children. For that purpose the first Western Reserve Conference on the Care of Neglected

and Dependent Children was called in November 1910. At this conference the following principles were accepted as having great importance in work for children:

1. The value of family life for children is fundamental.
2. Effort should be made to strengthen the child's own home before deciding to remove him.
3. If his home cannot be saved, the best substitute is a good foster home.
4. Institutions should not be considered as permanent homes, and children should be placed in family homes as soon as possible.

A permanent Council on Child Welfare was organized as a result of the conference in 1910. One of its recommendations was a centralized department of child-placing to serve all the institutions for children.

Central Bureau for Child-Placing

The Humane Society was already serving children of all religions in every kind of need and it had the prestige at that time of offices in the City Hall. In 1913 a budget of $15,000 for three years was granted to the Humane Society to organize a department of Home-Finding and Child-Placing to serve both Protestant and Catholic institutions. This was an example of the excellent cooperation between Cleveland's religious agencies and their willingness to tackle common problems with a united front.

Beginning in 1913, Protestant, Catholic and Jewish workers were employed by the Humane Society to serve the institutions of those faiths. A fine group of volunteers was enlisted to assist the workers in encouraging private families to take children into their homes. Churches, women's clubs and other groups were appealed to. Newspapers published in the foreign languages were asked to run stories about the children who were waiting for a chance to find a mother and a "really, truly home".

The effort was begun with every hope that enough free homes could be found to remove the children from institutions as fast as their health and behavior would warrant. However, after a year or two, it was evident that many families willing to take children wanted either to adopt them or to have them to help with work. The children in the institutions, on the other hand, either were too young to work, or could not be adopted because they had relatives who hoped to claim them when times were better, or because they were not the physically and mentally attractive children people wanted.

For some time the Humane Society workers tried to solicit funds to pay the board of children who were not adoptable. Girls in a college dormitory paid the board of one such child for many years. Clubs and Sunday School classes paid for others. Every effort was made to induce relatives to pay for children's board but all too often the board was not paid regularly and the foster mother —or boarding mother, as she came to be called—was left without enough to make ends meet. The Humane Society soon found that it was necessary to pay the children's board regularly from its own headquarters, since it could manage better than the foster parents to collect from the child's parents.

Child-Placing, a Skilled Service

To move a growing plant or flower frequently will inevitably retard its growth. It is even harder on a child to be moved from one home to another, because he also "grows roots" by becoming attached to his foster parents, his pets, playthings and surroundings. The aim of the child-placing agency is to make it unnecessary to uproot the child. This requires great care and skill in the selection of a home adapted to the child's needs.

Families are selected of the same religion as the child's parents and as far as possible of the same racial background. Women who board babies must have had special experience with little children. Men in foster families for boys are expected to train them as their own sons. Only families genuinely interested in children are accepted, because the amount paid for board is so small that it

covers only the actual cost of care. It is not to be thought of in any way as a money-making proposition. Foster parents and boarding mothers are giving an invaluable service which supplements the social agencies.

Case Work for Children in Foster Homes

After the best possible home has been found for a child, the case worker continues his interest. Boys of adolescent age are usually under the supervision of men workers, while girls and younger children are assigned to women workers. Many problems arise from time to time which require continued skill. The foster parents may be troubled by the child's peculiar notions. The case worker who knew his family may be able to explain his behavior. Perhaps the child refuses to eat the butter and cream which he needs just because he never was used to them at home. A little girl may run in fear from her foster father who is disappointed and puzzled by her failure to respond to his kindness. The case worker may realize that she has carried over this attitude from an early experience with a stepfather who beat her. Other children have night fears which puzzle the foster parents, but the case worker has been trained to look for natural causes. A child may be afraid of sleeping alone in a dark room because in her own home she always slept with some member of her family — perhaps in the living room where the family was talking and the lights were on.

Another kind of situation arises when the child's own parent comes to see him. The case worker often has to explain to the parent the advantage to the child of some new and different foods, or the reasons for other training which the boarding mother is giving the child. The foreign born parent often learns American ways through his child's care in a foster home.

Because it is confusing and bewildering to a child to have foster parents and relatives attempting to train him in conflicting ways, some plan has to be made by the case worker when a child is boarded. When there has been court action and guardianship of the child is taken from the parents, the court may forbid the relatives to visit him. When the court gives the child into the *temporary custody* of the social agency, the case worker will try to prepare his own home for his return some time later. If such efforts fail, the court may give the agency *permanent custody* of the child. When the custody is permanent, the parents are not allowed to visit the child or to know where he is. The court has decided that it is not for the child's advantage that he should be returned to his parents.

FOSTER HOME AGENCIES IN CLEVELAND

The Cleveland Humane Society is the oldest of the social agencies in Cleveland whose chief purpose is the care and protection of children in foster homes. It is supported by the Community Fund through the Welfare Federation but its funds do not permit boarding children over long periods. It divides responsibility for children taken from their own homes with the Children's Bureau, the Welfare Association for Jewish Children, and the Cuyahoga County Child Welfare Board.

The Children's Bureau, which is also a Community Fund agency, accepts children for short-time care who will profit by care in institutions. It has some children in foster homes but these are children who have had institutional care and should leave, but have no relatives to whom they can go.

The Humane Society also accepts children for short-time care but takes those who, it is thought, will profit from foster home training. Children under school age are accepted by the Humane Society, as most institutions, with the exception of St. Ann's Infant Asylum, do not take babies and young children.

The Cuyahoga County Child Welfare Board (see page 56) is tax-supported and accepts children only through the Juvenile Court. The Court sends to the Board the children who are needing long-time care away from their own families.

Jewish children in need of foster home care are accepted by the Welfare Association for Jewish children.

INDEPENDENT HOMES

When parents wish to retain all the responsibility for boarding their children and are able to meet the entire cost of care, the social agencies whenever possible, will give them information regarding suitable private family homes. Such homes are willing to work independently of the agency and assume responsibility for collecting board money directly from the parents.

The Cuyahoga County Welfare Board employs a worker to investigate families applying for the right to board children on their own responsibility. When the worker's reports are satisfactory, these homes are granted a state license to board children.

WELFARE ASSOCIATION FOR JEWISH CHILDREN
1001 Huron Road

The Welfare Association for Jewish Children was preceded by two other Jewish child-caring organizations. The Jewish Orphans Home had been in existence since the close of the Civil War, and the Jewish Infant Orphans Home since 1898.

In the latter year a certain widower moved to Cleveland from Canada, bringing his two children, two and three years old. They were too young for the age limits at the Orphans Home and no one could be found to care for them. A group of sympathetic Jewish women took turns caring for the children for a while and concluded from their experience that an institution for young children was needed.

Jewish Infant Orphans Home

Money was raised sufficient to buy a home on East 40th Street. There the Infant Orphans Mother Society began its work. In 1907 the name was changed to the Jewish Infant Orphans Home.

The Society intended to take only children too young to be accepted at the older institution, and to keep them but a short time. As often happens, once the children were moved in, it was difficult to get them moved out. After twelve years of existence, the Infant Orphans Home was caring for children of all ages and representing every sort of problem.

In the meanwhile the Jewish Welfare Federation had been organized to support and relate all the Jewish agencies for social service. In 1920, as a part of the community-wide study of all children's agencies, the Jewish Federation brought an experienced case worker from Chicago to Cleveland to study the reasons for the dependency of the children in the Jewish Infant Orphans Home. This study raised some doubts as to whether certain children should have been separated from their parents at all, and whether other children might not receive care better suited to their needs in family homes. Many of the trustees believed firmly that suitable Jewish foster homes could not be found.

Home-Finding Department, 1920

In one year's demonstration as the Home-Finding Department of the Jewish Welfare Federation, the Chicago social worker with a small staff was able to make plans for all of the eighty-five children in the Infants Home. All but twelve were returned to parents or relatives or placed in institutions for the handicapped. The other twelve were placed in Jewish foster homes.

The institution on East 40th Street was kept open another year but averaged so few children it was later closed and replaced by a small receiving home of ten rooms. This too was closed in September 1930, as unnecessary.

Welfare Association for Jewish Children, 1921

In the meantime the Board of Trustees was continued and reorganized in 1921 under a new name, the Welfare Association for Jewish Children. New articles of incorporation were drawn up, stating their purpose in broad terms as "rendering service in the solution of problems of Jewish depend-

ent children in Cuyahoga County." The Home-Finding Department of the Jewish Welfare Federation with its staff was absorbed in the new association.

For the next several years the organization was to use foster homes in preference to institutions for the children who had to be removed from their parents. Like the Humane Society which closed its Infants Rest in 1915, the Association still asserts that foster homes are to be preferred for babies. Institutions may be better in some cases for older children who profit by group associations. After analysis of each child's needs, the decision is made between placement in foster homes or in an institution.

A study of the agency was made in 1933 by a representative of the New York School of Social Work and sponsored by the New York Bureau of Jewish Social Research. It speaks of social workers in child-placing agencies as "the surgeons of social work". The report states: "There is perhaps no operation which will ever be performed on the child which will have more far-reaching effects upon his life than the decision to remove him from his natural environment".

The Welfare Association accepts no children for placement in foster homes until a thorough search has been made for relatives who might be able to care for the children.

The present Board of Trustees is composed of twenty-nine persons serving without salary. The staff includes a director, assistant director, chief of home-finding department, four senior case workers, a student in training and three clerical workers. The Association is supported by the Community Fund and receives its share of money through the Jewish Welfare Federation.

ADOPTION LAW—A PROTECTIVE MEASURE

Adoption is a legal action in probate court, giving a child a new father and mother who agree to love, support and educate him as their own child. This action breaks off all relations with the child's own parents. Both his father and mother, if they are living and married, are required to sign a consent before adoption can be considered. If the parents are divorced or separated, the one having legal custody may sign. If they were never married, the mother signs. If the child has a guardian appointed by law, or if the child has been under the care of a child-caring agency or institution licensed by the state, such guardians may sign the consent. If there are no parents or guardians, the court will appoint a "Next Friend." If the child is thirteen years old or more, his consent is also required.

Adoption means that the child takes the name of his new parents and becomes their legal heir unless later through a will or other legal action, the property of parents is disposed of otherwise. The new parents become liable for the support of the child during his minority and the child later on becomes liable for the support of his parents if they become dependent during their old age and he has means.

Six Months Trial Placement

The hearing before the judge when adoption occurs is brief but much preparation has gone before. The child must have lived with his foster parents for at least six months. Their home must be investigated and approved either by a duly licensed child-caring agency or by a representative of the court, and their care of the child pronounced satisfactory. The child's parentage, circumstances and health must be known so that there is reasonable certainty he will develop as a normal child. Should he be handicapped mentally, or physically diseased, it is better for the public welfare that the state should retain guardianship or entrust it to a good child-caring agency. If adoption is delayed for such reasons the child is often allowed to remain in the foster home subject to the kindly supervision of the agency.

State Law on Giving Away Babies

To prevent traffic in babies, sometimes called "bootlegging" babies, there is a state law in Ohio which prohibits anyone, even a mother, from giving away a child under two

years of age without the consent of the Juvenile Court, the State Department of Public Welfare, or a child welfare agency licensed by the state.

This law is a very great protection. It protects the child. It protects the foster home. It is for the public welfare. It gives the doctor or the lawyer who may be in the employ of the baby's parents, and the would-be foster parents, someone whom they can consult to relieve them of taking the entire and far reaching responsibility involved in a legal adoption. Violation or ignorance of this law has occasioned great and serious tragedies.

The consultants on adoptions at the Probate Court and in the Humane Society are glad to explain the law to anyone interested. They can also give examples of extraordinary circumstances that have led to the necessity for strict enforcement of adoption laws.

There are many more persons wanting to adopt babies than there are babies available for adoption. The case work agencies are able usually to find resources among relatives or some help available to keep the child with his own people.

A BOY WHO WANTED A MOTHER

"Please, oh please, find me my mother!" implored a freckled-face, brown-eyed boy of eleven, named Frank as he handed the Social Worker a worn and dog-eared newspaper clipping.

"Do you want your mother so badly," replied the thoughtful Social Worker as she wondered what to tell him about his missing mother.

"You oughter know," said the boy "that ever' one wants to belong to somebody. An' you know I never had anybody."

"I'm going to find a mother for you," said the Social Worker, "Just give me time."

"I've waited ten years. Isn't that long enough?" said Frank indignantly.

He unfolded his newspaper clipping and showed a picture of a baby crying for its lost father and still a second dirty bit of newspaper evidently much used, which announced that the father came home after seeing his baby's picture.

"Maybe my mother would come back to me," pleaded the boy, "if you'd only put my picture in the paper."

This is the true story of how one boy felt cheated because he did not belong to a family. The Cleveland Humane Society has the rest of this boy's story. It tells how his mother ran off when he was only two years old and left him sick in Charity Hospital. He was cared for there without charge for six months. The police were not able to find the mother. Nobody could tell who his father was. Finally he was placed in one of the children's institutions where he remained for nine years. During that time no one came to visit him. He saw other children return to their own homes or saw them taken by foster parents to be loved and educated as their own children. He came to feel more and more that he had not had a square deal in life.

When Frank had been for nine years in the orphanage, the Humane Society was asked to find a free home for him.

There are married people who have no children of their own who are glad to take a small child to make their family more complete. They ask for children who are well and strong and have good mental ability so that they give promise of being successful in life. They like them to be good-looking, too.

Frank had never attracted the attention of such people because he was snub-nosed, freckled-faced and had straight stiff hair. Moreover, he had a scar on one eye which made him look cross-eyed. People looking for a child to adopt passed him by. They were always asking for a baby girl with blue eyes and light curly hair.

Frank's bad eye not only made him unattractive but the Social Worker feared it might cause him to lose his eyesight. She thought it best to have his eyes examined. The oculist decided the scar on his eye must have come from the injury which had sent him to the Hospital when he was two years old. The record showed he had been knocked unconscious by a baseball wildly thrown. The other eye was in good shape.

The next thing was to teach Frank something about family life. He could remember nothing except the big brick institution where he had had to share the interest and affection of his matron with a hundred other children.

The Social Worker found a motherly woman in a good neighborhood to board him for a few weeks. She trained him to go on errands to the store and to bring home correct change, to do chores, and take other responsibilities in the family life. He played with children in the neighborhood and visited in their homes, all of which made him long the more to find his own mother.

The Social Worker came to see Frank often till the two were fast friends. From the woman who boarded him, she learned Frank's good and bad traits and tried to prepare his mind for entering another household as a son and a help to the family. After three months, Frank's big chance came. He was ready for it and left his boarding home with shining eyes for the big adventure of his life.

The Social Worker's job was not over, however, for it was too big a jump for Frank at once. There were times when the new father telephoned the Social Worker about Frank's poor grades in school, about some disobedience, and about a serious illness.

The Social Worker did not give up. She inspired Frank to try a little harder. She talked to the school teacher about his difficulties so that the teacher understood him better. When the doctor needed more of the boy's history to treat his illness, she provided the information. Not all at once, but little by little the boy grew to belong to the family. It took time and patience to conquer his feeling that he had been cheated and forgotten but gradually he came to realize what other children take for granted, that his home was his "for good."

Chapter 10

Protective Services for Youth

Restraint, discipline and good will are required to make decent members of the family and the community.—Frances Perkins.

CHILD protection is a specialized service in behalf of children suffering from cruelty or neglect,—children whose physical, mental or moral welfare is in danger, or whose personal rights are violated or threatened.

In its broadest sense, protective work is done by every social agency. For the purpose of this chapter, explanation is confined to those agencies set up by the community primarily to protect children and young people from actual physical and moral hazards.

Agencies Which Specialize In Protective Services

The Humane Society, established in 1873, is the oldest protective agency in the county. It is a private organization supported by the Community Fund through the Welfare Federation of Cleveland.

The Juvenile Court, which was established in 1902, handles more cases of neglect than any other agency. It is a public organization supported by taxation.

Other public agencies whose work has protective aspects are the Women's Police Bureau, the Safety Education Bureau of the Cleveland Police, the Attendance Department of the public schools, the State Division of Factory Inspection for the enforcement of child labor laws, the Adoption Division of the county Probate Court, and the Domestic Relations Division of the Common Pleas Court, which is concerned among other things with the welfare of children as affected by divorce.

Other private agencies in the Welfare Federation supported by the Community Fund and specializing in protective work are the Girls' Bureau, the Catholic Big Sisters, the Jewish Big Brothers and Jewish Big Sisters. The social settlements, the Y's, the Scouts, most recreational and all character-building agencies are doing certain types of protective work but they, like the family agencies, are described elsewhere in this book under sections related to their primary purposes.

The Consumers' League of Ohio (Engineers Building), an independent agency supported through contributions and memberships, promotes social legislation for the protection of women and children in industry.

Conditions Work

Attempts to remove or to lessen demoralizing or degrading conditions which may be injurious to children are often called "conditions work." For instance, the presence of slot machines in stores carrying school supplies may encourage children to gamble with money needed for other purposes. The location of liquor stores and eating places which sell liquor near school and recreation centers may be objected to for the same reasons. The showing of movie films and posters displaying adventures in crime and sex passion is believed to excite young people of weak character and unsound mind.

It is a responsibility of the police and the courts to take action to check bad conditions. How much can be done by the police differs greatly with the type of city administration and the funds available. Attempts to equip the Women's Bureau of the Cleveland Police Department with a sufficient number of skilled and well trained workers to do con-

ditions work have been backed by such unselfish civic organizations as the Women's City Club and the League of Women Voters.

Agencies which are privately supported do not have the same authority to take direct action to remove wrong conditions which is granted by law to the police. However, much effort is made to substitute new and better interests by such agencies as the social settlements, the Y's, the Catholic Youth Organization and Scouting groups.

CLEVELAND HUMANE SOCIETY
1001 Huron Road

The Cleveland Humane Society was first called the Society for the Prevention of Cruelty to Animals. Its agents warned, arrested and sometimes prosecuted persons in court for abusing horses, dogs and cattle. Sometimes the horses were too old to be worked or they were overladen and beaten. Poultry might be overcrowded in crates, or suffer for lack of water. Dogs too were ill treated. For a period of years there was an exhibition of implements of torture on display in a museum in City Hall. These things are hard to realize now when people have been trained to the appreciation of birds and animals, and when a big city seldom sees horses, mules or cattle on its street.

In 1876, after three years of protecting animals, it became obvious that women and children needed the protection quite as much, and the Society for Prevention of Cruelty to Animals became the Cleveland Humane Society. The children's work grew, and the animal work gradually lessened until October 1927, when it was transferred to other agencies in the city.

Agents of the Humane Society were empowered by a state law called "An Act to Prevent Abandonment and Pauperism" to require parents, as far as they were able, to provide suitably for their children. Men who deserted or neglected their families were hunted up and required to pay into the Society regular amounts for their families.

Protective Work in the Humane Society

The Humane Society distinguishes between cases of pure dependency and cases of neglect by fixing the responsibility of the parent. If the child's want or suffering occurs through no fault of the parent or guardian, it is treated as a case of dependency. The following are examples of neglect:

When a parent or person with whom the child lives is unfit to care for him because of mental incapacity;
When parents abuse the child physically;
When parents neglect or refuse to support their child, to care for him, or refuse to provide necessary medical or surgical care;
When the child is under unlawful or improper care or restraint by any person or agency;
When the child is kept out of school unlawfully or is employed unlawfully;
When the child is permitted or encouraged by his parents to beg;
When the child is found in a place forbidden by law;
When the child is deserted or abandoned.

Case Work for Children In Their Own Homes

If a child is neglected, the first requirement is to get aid to him. The social worker may provide the aid or may see that parents give it. If parents refuse the kind of aid required by standards in the community, the social worker tries to understand them, to find out why they behave as they do, and what makes them that way. Sometimes there are quarrels and misunderstandings between parents which bring hardships on the children. The social worker will try in many ways to help parents to see for themselves that they could find a real satisfaction in their family relations by changing their attitudes and behavior. This is called "case work" for the protection of children. If case work fails to improve the situation, the Humane Society will report the parent to the Juvenile Court as a last resort.

PROTECTIVE SERVICES OF THE JUVENILE COURT
2163 East 22d Street

The origin and early history of the Juvenile Court are described in Chapter 12 on Delinquency. It is important to understand, however, that the work of the Juvenile

Court includes two other departments besides delinquency, namely dependency and neglect. Because cases of dependency and neglect are protective measures they are mentioned in this chapter.

Dependency Cases in Juvenile Court

Children who lack proper care and support from their parents, when brought to the attention of the Court, are declared *dependent*. It becomes the duty of the Court to make some plan for providing them with proper care. The agencies and institutions which furnish such care have been described earlier. The Court does not ask the help of these organizations until it has exhausted the possibilities of obtaining help from the child's own parents.

In 1937 there were 645 cases of dependency before the Juvenile Court, of which 132 were "unofficial." In one third of all dependency in the Juvenile Court, one or both parents had died. In only 28% of the cases in a given year (1935) were the parents living together, which leaves 72% coming from broken homes. Causes of dependency in that year were divided as follows:

Lack of parental care because of death or incapacity	31 %
Financial need	22 %
Improper home conditions, such as intoxication or immorality	22 %
Questions of custody	8 %
Desertion	7 %
Abusive treatment	4.6%

Neglect Cases in Juvenile Court

Since 1929 there has been a separate department in the Juvenile Court to handle neglect cases. When the Court was first created in 1902 it was given authority to act in behalf of neglected and dependent children but had no authority over adults who contributed to their dependency and neglect. In 1908 and 1912, laws were passed giving the Court this authority. However, action is not brought against the parents unless they have shown a neglect that might have been avoided. After the judge has heard both sides of the story he will decide whether to put the parent under restraint or upon probation. If placed on probation, the parent usually agrees to pay into court for the children's support, or promises that he will in some other satisfactory way provide the needed care. If probation fails and the parent is again proven able but unwilling to provide for his children, he may be sent to prison. If he is sent to the penitentiary, the state will pay a small daily rate for the support of his child or children.

The Neglect Department of the Court is responsible for collecting money from the parent for support of his children, when it is known that he is able to provide for them. He may pay into court either by voluntary agreement or by court order. The probation officers will try to assist a father to find employment, to secure needed medical care for himself or his children, and to smooth out difficulties due to his separation from his wife. The Neglect Department carries approximately 1200 cases under active supervision and collects about $150,000 each year. Except for this money, many children would become dependent upon charity. Approximately one-fourth of the dependency cases carry neglect charge against parents or other adults.

WOMEN'S BUREAU

Cleveland Police Department
3735 Cedar Avenue

Since 1924 the Department of Public Safety for the City of Cleveland has provided a Women's Bureau in the Police Department. It developed from the work of the Women's Protective Association, a private agency described on page 92. At present (1938), the Bureau has a staff of twenty-one. The chief of the Bureau carries the rank of captain; the assistant chief is lieutenant; then come the sergeant and eighteen policewomen. Their offices, which were formerly at the Central Police headquarters, are now at 3735 Cedar Avenue, which is the location of the detention quarters for women picked up by the police. The Bureau is open and working twenty-four hours a day, every

day of the week. Policewomen must be ready at any time to handle emergencies.

Duties of Policewomen

To the Bureau are referred all women and girls who are offenders of the law or victims of offenses, as well as boys under fourteen who come to the attention of the city police. It is the duty of the policeman on his beat, or of any policewoman, who sees a child in danger or a child violating any law of the state or any city ordinance to take that child (or to report him) to the Women's Bureau. After questioning him, or after an investigation of the circumstances, the Women's Bureau may refer the child to the Juvenile Court. His case is not to be tried in the Police Court which is for adults only.

Reports of missing women and girls, and missing boys under sixteen, are investigated by the Bureau. The policewomen also investigate conditions which may lead to delinquency in connection with gambling places, pool rooms and beer parlors. Anyone seeing children being served liquor or working in a place where liquor is served should report it to the Bureau.

During the first years of the Bureau the staff was responsible for the inspection of public dance halls. More recently a city ordinance requires special dance hall inspectors paid by dance hall proprietors.

Many difficulties are straightened out without going into court. The policewomen try to get behind the offense to see what happened to make people offenders. They seek to help rather than to punish. They refer many cases to the social agencies, especially where long-time contacts are necessary or where young children are involved. Knowledge of community resources, ability to understand people of all sorts, good judgment and personality are just a few of the qualifications that should be possessed by the staff of the Women's Bureau.

Whom the Bureau Serves

To the Bureau was sent the "big-hearted," sixteen year old Grace, who stole silk dresses from the department store to give to her girl friends. There also came Jimmy, who in a fit of anger accused his stepfather of a very serious crime which the man did not commit.

Well-dressed Sophie came in "on the wagon," one day, for having picked up another woman's purse on a store counter, claiming it for her own. When Sophie begged dramatically to go home to her three months old baby she was escorted by a policewoman, only to find that there was no baby waiting. When it seemed best to examine Sophie's fingerprints, she was quickly identified as a resident of Philadelphia, where her presence was earnestly desired.

A distracted mother telephoned that her fourteen year old Anna had been missing from home for twenty-four hours. The policewoman, who understood that girls of this age sometimes have troubles of their own, learned from the school teacher that Anna had some bad grades she was afraid to take home. When Anna was located at a friend's house, she went home with the policewoman to a family conference that was good for all concerned.

A tiny baby abandoned in an alley on its first day of life was traced by the policewoman to its mother, who was induced to go with her child to a hospital for much needed rest and care.

Twelve year old Wanda had a bicycle which took her on three long trips to other states. She slept in the open quite too fearlessly; was recovered each time by the policewoman, and finally placed in a children's home where she seems at last content to rest from her roaming.

Older Women Who Are Repeaters

The chief difficulty of the Bureau is with the older women, whose wrong attitudes, uncontrolled emotions and bad habits have persisted for a long time. All women and girls brought in for certain charges are given physical examinations by a physician from the City Division of Health. If they

have a contagious disease the health department may send them to City Hospital or quarantine them. Women who are repeaters and hardened cases are kept separate from the first offenders and from lodgers.

Women Who Are Homeless or Eccentric

Homeless women against whom no charges are filed are called *lodgers.* They are referred as quickly as possible to relief agencies or to the Travelers Aid Society. Others may be emotionally or mentally unstable and in need of institutional care.

The Women's Bureau of the Police Department is a catch-all and a last resort for a variety of women in trouble. To a few it means a quicker detection of their false appeals to sympathy and misrepresentation of facts. To most of them, however, it is a comfort to be examined and counselled by women.

SAFETY EDUCATION BUREAU

Cleveland Police Headquarters
Payne Avenue and East 21st Street

In the Cleveland Police Department there is a Bureau for Safety Education. It was organized in 1936 under Captain Arthur V. Roth. A staff of five policemen is kept busy teaching the rules of safety and first aid in case of accidents. Over the radio, on public playgrounds, and in the school room they are promoting safety education.

Through the influence of the Bureau, several policemen have had training as Scout masters and are leading troops of Boy Scouts. Through the encouragement of the Bureau, several troops of Girl Scouts have been organized. The Bureau tries to keep children out of danger zones in thickly populated districts and leads many an excursion to attractive and safely protected play spaces.

In the summer of 1938, a day camp was built in the Metropolitan Park near Strongsville. An athletic field, running track, swimming pool and ball grounds adjoin this camp. Here also is coasting in winter. Soft ball leagues have been organized for older boys from 16 to 21.

Most of the work of the Bureau has been concentrated in the vicinity of Tremont School, one of the largest elementary schools in Cleveland. In this heavily populated area it carries on many special activities in cooperation with the school and social agencies.

CHILD LABOR LAWS

Department of Industrial Relations of Ohio
Engineers Building

Laws requiring children of certain ages to attend school, and laws forbidding the employment of children during those years are two sides of the same picture.

Laws in restraint of child labor did not exist in ancient and medieval times. They have become necessary in modern times because of the invention of machines and because of factory conditions in large cities. They are also of more importance to a democracy than to other forms of government. Where every citizen has a right to vote, education and intelligent understanding of public questions are necessary to good government.

Every state in the United States has the right to make its own laws as to the ages at which children shall be required to attend school. Consequently, there are different laws in different states. However, beginning in 1938, the following regulations regarding child labor are to be enforced in all the states.

Federal Wages and Hours Law, 1938

The Fair Labor Standards Act, better known as the Wages and Hours Law, was passed by the U. S. Congress in 1938 with the following important provisions against child labor.*

Section 14 of the Act states that: "No producer, manufacturer, or dealer can ship or deliver for shipment in interstate com-

*From *Labor Information Bulletin* of the U. S. Bureau of Labor Statistics, July 1938.

merce, goods produced in establishments where oppressive child labor conditions have prevailed within thirty days prior to shipment.

"Section 15. Oppressive child labor means the employment of children under sixteen, and the employment of minors sixteen to eighteen years of age in occupations found and declared hazardous by the Chief of the Children's Bureau. An employer may protect himself from the illegal employment of minors by securing employment certificates issued in accordance with regulations established by the Children's Bureau of the United States Department of Labor.

"Section 16. Children under sixteen employed in agriculture, when not legally required to attend school, children employed as actors in motion picture or theatrical productions and children working for their parents in any occupation other than manufacturing or mining, are exempt.

"Section 17. Children between fourteen and sixteen may be granted permits for work in occupations other than manufacturing or mining if the Chief of the Children's Bureau finds that such employment will not interfere with their schooling or impair their health and well-being.

"Section 18. *Children in Intra-State Commerce.* Children employed in local trades and services who constitute nearly three-fourths of the total number of minors employed in the United States are not covered by the law."

Ohio State Laws

The present Ohio laws on school attendance and child labor were passed in 1922 and were considered at that time the best in the United States. Other states have equalled and surpassed them since.

The state law limits the number of hours that a girl under 21 and a boy under 18 may work to 8 hours a day and 45 hours a week in manufacturing, and 48 hours a week in other occupations. There is also a minimum wage law in Ohio which provides for setting the lowest rate of wages that an employer may pay women and children in different industries.

Children in Ohio must attend school until they are sixteen and through the seventh grade. A few may be excused if they are mentally incapable of profiting by instruction (i.e. feeble-minded). Children in Ohio may also be excused from school if they have passed the seventh grade and have been able to secure a work certificate. A work certificate, or "work permit," may be granted by the Attendance Department of the Board of Education to a child between 16 and 18 years, if he can show a written promise of a job from an employer in work which involves neither physical nor moral hazards.* Children between 14 and 16 years of age may be employed after school or during school vacations if the hours and conditions of work comply with state regulations.

The State Department of Industrial Relations employs people to see that there is compliance with the laws regarding the employment of children. The inspector for Greater Cleveland has an office in the Engineers Building, where any violations of the employment laws should be reported. The Attendance Bureau of the Board of Education described below is responsible for following up violations of school attendance laws.

Laws requiring school attendance and forbidding the employment of young children are preventive, protective measures. Occasionally, in some special instance, they may seem to work a hardship. For the majority of children and for the good of the state they are of great benefit.

---

*The law names the occupations in which the child may not be employed. Leaflets giving the Ohio child labor and school attendance laws may be obtained free from the Attendance Department, Cleveland Board of Education; from the Consumers League; or the Department of Industrial Relations of Ohio, Engineers Building.

BUREAU OF ATTENDANCE
Cleveland Board of Education
1380 East 6th Street

In the school year 1936-37 it cost the Cleveland tax payers $96,808 to maintain a Bureau of Attendance for the public and parochial schools. Since education is necessary in a democracy, this is an important and necessary investment.

The Bureau of Attendance has a central office at the Board of Education at East 6th Street and Rockwell Avenue. The chief is appointed by the Superintendent of Schools. He has two assistants. One is a man, the director of the school census, and is consulted on difficult boy cases. The other, a woman, is in charge of school aid and difficult girl cases. An examining physician and a psychologist complete the central office staff, together with a number of clerks.

There are four attendance centers in conveniently located schools in different parts of the city, each with a supervisor to whom the various schools in the district report any unexplained absences.

Twenty attendance officers work from the four centers. Each makes an average of 27 visits daily during the 252 days of the school year.

Each year about 12% of the school population is referred to the Bureau for supervision. During 1936-37 a total of 25,240 children were reported for investigation, and required 138,401 calls. Attendance officers calling at the homes reported that 25% of the absences were due to illness or death in the family; 11% were concerned with the child's attempt to find work; 14% were due to deliberate truancy. Other absences were due to a variety of reasons.

Service Calls

In ten per cent of their calls the attendance officers try to provide some sort of service to enable the child to return to school. In cases of poverty, the family may be referred to the proper relief agency, or the child may be allowed carfare and lunch tickets. If the child is of legal age to work and can find a job he is granted a permit (or work certificate). If he is physically or mentally handicapped, arrangements may be made for him to attend special classes or a special school.

School Adjustments Attempted

Some four hundred cases a year are reported by the attendance department to Juvenile Court for legal action. Stubborn cases may be sent to correctional institutions, but every effort is made to help the child to fit into school satisfactorily. He may be allowed to transfer to a school in another neighborhood or to attend a vocational school where the work may interest him more, if he likes hand work. Every effort is made to understand what is causing the child to fail, before he is removed from home or before any legal restraint is used.

Physical Examinations

Children may be given physical and psychological examinations for various reasons, but physical examinations are required for those between sixteen and eighteen years applying for a work permit. After a youth has obtained promise of a job, he is examined by a doctor to make sure that he is physically strong enough to do that kind of work. If he has a weak heart or lungs, for instance, he might be excluded from certain kinds of work, but accepted for others. Children with serious defects are referred to hospital dispensaries. Over fifty per cent of the children with physical defects have bad teeth. The next largest group has defective vision.

During the school year 1936-37, a total of 537 children were excluded permanently from school by reason of their mental inability to profit by attendance. In this group there were 307 boys and 230 girls. Of these, 409 had been in special classes. An additional 323 were temporarily excluded: 174 boys and 149 girls. These are followed up

and retested later for any changes in their condition.

There were 182,836 Cleveland children of school age in 1937. The number has been declining in recent years, partly because of a lower birth rate and partly because of a gradual movement to the suburbs.

DOMESTIC RELATIONS DIVISION OF THE COMMON PLEAS COURT

County Court House, Lakeside Avenue

The Common Pleas Court, which is a part of the county government, in addition to hearing many other types of cases, has power to decide divorce cases. The Court with its fifteen elected judges has established a Division of Domestic Relations, consisting of a director and a staff of investigators and clerks, to assist the Court in handling divorce cases.

This department was formerly called the Bureau of Domestic Relations and was organized in 1921, following a study of divorce cases which came to court during the five years, 1915-1919. The number of divorce cases had been on the increase and many abuses crept in which the judges were powerless to check without some additional help. The study showed that many divorces were preventable and that because of the resulting havoc in the lives of children, divorce had become a social evil. It also showed the need of more efficient machinery for the collection of support and alimony. The Welfare Federation of Cleveland helped support the Bureau for four years while it was demonstrating its value for the protection of the family.

Unhappy husbands and wives may come to the Division of Domestic Relations for advice. For example, Mrs. Jones has been unhappy over her husband's behavior for a long time. Perhaps he drinks too much; perhaps he stays away from home much of the time, and does not contribute enough for the support of the family. Mrs. Jones decides to go somewhere for advice. She thinks she wants a divorce and naturally goes to the Court of Domestic Relations. She probably expects to have a personal conference with the Judge. When she finds the court room, she is informed by the Judge's bailiff that the Judge is too busy with court work to see her. However, she is referred to the Division of Domestic Relations where she may tell her story to a representative of the Division. If she has made up her mind to get a divorce and will not listen to reconciliation, she is told she must get a lawyer. If however, she wants advice and the help of a social agency, a brief history of her case is taken from her statements and a definite appointment is made with the Secretary of the Institute of Family Service in her neighborhood. The attitude of the Division is always to keep the family together and to prevent divorce if possible.

The Division has other duties of value to the Judge of the Court of Domestic Relations, such as fixing the amount of temporary alimony (allowance for support of children) and collection of payments for support of children after the case is decided and the attorney discharged. The Division co-operates with all the agencies in the Welfare Federation and clears all divorce cases through the Social Service Clearing House.

GIRLS' BUREAU

1001 Huron Road

The Girls' Bureau of Cleveland, formerly Women's Protective Association, is an agency which has shifted its field of service from time to time to fit into the community program. The Women's Protective Association had its beginning in one woman's concern over treatment received by women and girls in the police court.

First Woman Social Worker At Police Court

Miss Sabina Marshall, a trained social worker, established herself as volunteer worker in the court in 1915. In the face of considerable opposition she succeeded in convincing the authorities that she could be of service. In order to correct the bad condi-

tions which came to her notice, she enlisted the help of a small group of prominent Cleveland women.

After almost a year of volunteer service Miss Marshall was appointed police investigator for delinquent women. She was not paid by the court, however, but by private contributions from interested women.

Women's Protective Association

On March 9, 1916, the Women's Protective Association was formally organized with an extensive paid membership and a small board of trustees. The by-laws described the purpose of the Association as follows: "to protect and safeguard girls and women against social and moral dangers, to provide them with legal defense when necessary, and to render other possible assistance."

During the early years, the Association investigated carnivals, dance halls, patrolled certain districts, received reports of bad moral conditions and reported them to the proper authorities. It started the movement for women probation officers at police court. It aided in raising $50,000 for a campaign against social diseases and helped in passage of the bond issue for a new jail.

During the World War the federal government made the Women's Protective Association its agent in Cleveland for protective work for women and girls who were employed or located in or near Army camps and recruiting centers. The Mayor's War Board contributed $1000 a month for its office and salaries of workers. About this time it was accepted as a member of the Welfare Federation.

From 1918 to 1933, Sterling House was operated by the Women's Protective Association as a temporary home for young girls and as a place of detention. In 1920, Prospect Club was opened as a boarding home for girls of small means who were facing social difficulties. After ten years' service, it was closed for lack of funds and because of changing needs.

Big Sister Council

In 1922, the Big Sister Council was made a part of the Women's Protective Association. It was an organization of volunteers with a paid executive secretary. It accepted girls for friendly supervision and assisted in providing them with clothing, summer vacations at camp, club associations and so forth.

Girls' Bureau Organized

In 1930 the name of the Women's Protective Association was changed to Girls' Bureau and its services were considerably revised for the following reasons: the Juvenile Court had developed its probation service to care for young girls; the Municipal Court had organized probation service for women; and the Cleveland Police Department had equipped and financed a Women's Bureau with detention quarters.

Case Work Emphasized

Court work is no longer a service of the Girls' Bureau although the court may refer to it girls in need of protection who are not delinquent. Stimulation of new community services and responsibility for conditions were dropped in order to be able to do thorough case work with the girls coming to the Bureau.

Since 1933 the Girls' Bureau has been used by the School of Applied Social Sciences of Western Reserve University as one of the training centers for students of social case work.

Besides case workers the Bureau employs a woman doctor on part-time for medical service and a job placement worker. The Joint Psychological Service is used for aptitude and vocational tests. The Child Guidance Clinic and psychiatrists at Mt. Sinai Hospital assist the Bureau in the treatment of personality and behavior difficulties. The Bureau is authorized by the state to use and license private homes for boarding girls.

Why the Girls Come

Sometimes a girl is despondent because she can't seem to get along with people and she doesn't know why. Sometimes she is in open conflict with parents or relatives, or is resentful of her treatment at school, at work or among companions.

The case workers at the Bureau want girls to come to them of their own free will. They know that troubles lighten when told to an outsider who is a good listener and who does not sit in judgment. They also realize that they cannot serve a girl until the girl wants service, and that such service lies not in making decisions for her but in giving her time and opportunity to make her own decisions with full knowledge of what is involved.

Meeting the Problems One by One

There is no sure-fire, quick-work method of meeting the girls' needs. The social worker must always try to understand each individual girl, which usually means that they see each other a great many times. The following requests for help represent some of the ways in which the relation between girl and case worker begins. The answers given here are merely suggestive of the careful way in which the social worker starts the friendly relation. They indicate a few of the ways in which she may follow through with the girls' problems.

Case I. *Girl:* I want to leave school and go to work. I am sixteen and I don't like school. I need clothes and some money of my own.

Social Worker: Let us talk about it and see what is the wisest thing to do. Work opportunities for girls between 16 and 18 are very limited. If you have not been prepared for any special work, might it not be better to stay in school until you are 18 and get some specific training? We can help you discover your special aptitudes and make suggestions for your training. Perhaps we can find a way to get the clothes you need.

Case II. *Girl:* I have left my job. I couldn't stand it any longer. I did not have enough free time and I did not get enough money.

Worker: First tell me what there was about the job you disliked. Then we will consider whether you can qualify for a better job. How independent can you afford to be about your job? Are there any adjustments that can be made with your employer? Let us take a look ahead before we do anything hastily.

Case III. *Girl:* I have become involved in difficulties and I don't dare let my parents find out about it. What can I do?

Worker: Let us first find out what these difficulties are. You can tell them to me without fear that I will betray your confidence. Then we will work together to find the best way to handle the situation.

Case IV. *Girl:* I cannot get along with my parents. They are unreasonable about my boy friends. I want to leave home so that I can have more freedom.

Worker: Let us discuss the matter. First, suppose we try to understand your parents' plans and ambitions for you. What is your plan for earning your living if you do leave home? Perhaps your parents would agree to your joining a social club.

Vocational Placement

The Vocational Department of the Girls' Bureau registered 421 girls seeking employment in 1937. Of these, 77 were placed in industry and 139 in domestic service.

Failure to place more girls was due to their lack of preparation or inability to compete with other applicants. The greatest difficulty is with girls who drop out of school in the eighth and ninth grades, having been unsuccessful in school work and having had no vocational training. There are usually special qualifications required for admission to vocational schools which many girls do not have. For those girls between 16 and 21

who do have the qualifications, social workers claim that vocational training in evening classes is greatly needed.

The Vocational Department has to deal with many difficulties. Many girls want to go home nights to have their evenings for recreation. In domestic service this makes many problems. The employer objects to paying daily carfares. Moreover, when there are young children in the family the employer, who does not know where the girl has been, fears she may bring illness to the children. Long trips and late hours for young girls just beginning to work have other dangers and frequently contribute to irregularity at work.

Efforts to find work for unmarried mothers require particular care. Steady employment of a satisfying nature with some provision for social life is necessary to prevent further moral breakdown.

CATHOLIC BIG SISTERS
1001 Huron Road

Fifteen year old Mary had lived happily with her mother and sister in one of the countries of Europe. Her father had come to the United States some years before, looking for work. He had sent passage money for Mary to join him in Cleveland. She had come eagerly only to find her father divorced from her mother and married to another woman. Puzzled, unhappy, homesick, she had not been able to get along with her stepmother. Her father had complained to Juvenile Court that Mary was unwilling to live in his home. The Court asked the Catholic Big Sisters organization to determine what should be done and to befriend the unhappy girl.

Not only in situations like this but when most anything might happen to a desperate and lonely girl, the Catholic Big Sisters agency steps in with friendly sympathy and understanding. Mary is only one of five hundred or more girls whom the Catholic Big Sisters are helping each year. Their service is for girls between fourteen and twenty-one who wish to consult understanding workers of their own faith; or who are referred for help by teachers, priests or social agencies.

Early History

This organization was begun by Miss Catherine McNamee, a former teacher, with experience as a volunteer in the Juvenile Court. As the Girls' Worker for the St. Vincent de Paul Society at the Court, she recognized the need of service for friendless Catholic girls. She enlisted eight other young women in volunteer work and later obtained the interest of the Catholic Daughters of America. As more and more volunteers were recruited, they effected an organization whose purpose was to provide for the "spiritual and social welfare" of the "teen age" girl.

It was in 1924 that the name "Catholic Big Sisters" was officially adopted. The headquarters of the organization was moved that year from the Court House to the office of the Catholic Charities. The St. Vincent de Paul Society had sponsored a Big Brothers' movement. From 1926 to 1931 a combined board of directors under the St. Vincent de Paul Society was responsible for both Big Sisters and Big Brothers. In 1925 the Big Sister organization was made a member of the Welfare Federation and began receiving an appropriation from the money raised by the Community Fund. In 1931 the Big Sisters organized their separate board.

Before joining the Federation, money was raised through parties, teas, lectures and solicitation. Now the budget is raised through membership dues and the Community Fund. Loans are made to deserving girls who can profit by some vocational training or who face emergencies such as dental service or doctor bills.

Case Work Services

Since the Big Sisters organization has been able to employ more trained social workers, the volunteers are not used as extensively.

The social workers can be available at more times and seasons. Their training gives them valuable resources.

The expert service of the case worker helps a girl to understand herself. She grows in character as she is encouraged to make her own decisions after studying every aspect of a question. She is helped to find satisfactions in her employment, in wholesome recreation and in the practice of her religion. The social worker arranges for such services as the doctor's, dentist's, and psychiatrist's when they are needed for the girl's health and welfare.

Group Work

Opportunity is offered the girls to join groups organized for recreation, religious instruction and further education. Wholesome social contacts are desirable for the enrichment of personality. Any differences in age, nationality and social position are forgotten as the staff and the Big Sisters join with the girls in these gatherings. A feeling of comradeship and a democratic spirit of equality are cultivated through their sharing of common experiences.

Little Flower Camp

A summer camp for girls near Painesville has helped not only in providing needed vacations but in enabling the staff workers to know the girls more intimately through sharing day by day in the same work and play. A daily chapel service is held at the camp which is named for St. Theresa, who is known among Catholics as "Little Flower".

JEWISH BIG SISTER ASSOCIATION
JEWISH BIG BROTHER ASSOCIATION

Huron-Sixth Building

Children learn through imitating those whom they admire. The boy who chooses Lincoln for a hero and reads, studies and thinks about him has selected a pattern of behavior for himself. The boy who is more interested in a gangster with a criminal record selects quite another pattern.

There are youths in Cleveland today who may not find in their own homes and neighborhoods persons of fine, strong character who appeal to them as worthy of imitation.

The Big Brother and Big Sister plan is an attempt to help supply such friendships and to make new contacts possible for youth at a little distance from their present surroundings. It does not mean necessarily that such young people are encouraged to leave their homes to move into new neighborhoods. More likely it means that the boy or girl stays in his own home but has a new friend whom he visits or who visits him. Perhaps there is an active growing boy in a family where the father is dead, missing or ill. Such a boy needs the friendship of a man of good character and attractive personality who can understand and sympathize with the boy's interests. A similar situation might exist where a growing girl has no mother-friend.

Sometimes young people are leaving school and are looking for employment and are discouraged by conditions they find in the work-a-day world. Help at such critical times may prevent loss of ambition and self-confidence. It may stimulate new interests leading toward better preparation for employment.

Jewish Big Brother Association

The Jewish Big Brother Association was established by the Welfare Committee of the Euclid Avenue Temple Alumni Association in 1920. During the first five years of its existence, the Jewish Big Brother Association was composed entirely of volunteers. In May 1925 it became a department of the Jewish Social Service Bureau (see page 36), which is the central organization for Jewish family welfare. It is now a volunteer organization intimately associated with professional case workers.

Jewish Big Sister Association

The Jewish Big Sister Association was started by the National Council of Jewish

Women in 1919 and was at first intended for girls with behavior problems. Girls were referred to the Association by the Juvenile Court, the Mt. Sinai Hospital Dispensary, and other Jewish institutions. In 1926, due to the extent and difficulty of the problems, the Association became a department of the Jewish Social Service Bureau. Thus it gained the benefits of professional direction and close connection with the staff.

To Whom the Service is Given

Boys and girls to whom this service is given are between the ages of eight and sixteen. They are not accepted because they have become behavior problems, but to prevent such tendencies. They must have average or superior intelligence. There must also be reason to expect that they have within them the power to develop as useful members of society with acceptable personalities.

By Whom the Service is Given

Fifty or sixty men, and as many women, have volunteered to offer their friendship to boys and girls who need it. Most of them are college graduates and prepare for this service by taking a training course under the direction of the Jewish Social Service Bureau. If the boys and girls to whom this friendship is offered do not respond or if they fall into bad habits and misbehave repeatedly, they are not continued under the Big Brothers or Big Sisters. It is better that they should be supervised by the trained case workers who have known the difficulties in their families and who may have more time and other resources at their disposal.

Chapter 11

Mental Health and Mental Illness

For true happiness and the ability to get the most out of life, a child should start with a sound mind and a sound body.
—Adapted from Frankwood Williams.

MENTAL health is as important as physical health. To have mental health a person should be able to adjust himself to varying circumstances and experiences. If he harbors anger, resentment, disappointment, these emotions affect his personality as dangerously as unhealthy germs affect his body. He needs the satisfaction which comes from achieving reasonable desires that will not conflict with other people's rights and happiness.

The school system is well provided with people who are ready to be consulted when the pupil is not sure of himself and cannot decide what will be satisfying. There are home-room teachers, principals, assistant principals, counsellors, attendance officers, school nurses, doctors, psychologists, who are able to help if pupils will go to them with their problems.

PSYCHOLOGICAL CLINIC,
BOARD OF EDUCATION
1380 East 6th Street

Every year about 12,000 children in the Cleveland public schools take examinations at the psychological clinic of the Board of Education. When a child is asked to take a test, it means that the school wants to help him by adjusting his program to his capacity. The psychologist helps the teacher to understand the child.

It is possible for any student in the schools of Greater Cleveland to have the advice of a psychologist. No previous generation has had such a privilege. Probably none of us wholly understand ourselves. Psychologists can guide us in the direction that will give us most satisfaction. They help the school to decide what courses or special classes, or what special school, can do the most for the pupils.

How Psychology Helps the School

Psychology is one of the newest social sciences. It is the science that studies the mind and behavior, or how we think, and why we think and behave as we do.* The well trained psychologist has had two or three years of graduate work after college. He is prepared to conduct interviews and to give tests which help to show the special talents and limitations of each pupil, as well as his rate of learning. People are coming to consult psychologists more and more, as they would consult a doctor or a nurse.

Not many years ago all children were taught the same subjects in the elementary grades. It was expected they would make progress at about the same rate if they studied hard enough under a good teacher. Psychology has helped every teacher and every social worker to realize that no two children have the same talents and that they cannot progress at a uniform rate.

Some people learn the rules of life much more quickly and easily than others. Some learn slowly, but get there just the same. A few do not have the capacity to learn at all and are recognized as idiots. Some may not have parents interested or able to teach them. Occasionally some are born with, or later acquire, tendencies toward mental disease.

*George A. Dorsey has written a book called "Why We Behave Like Human Beings."



The healthy-minded boy will find it easy to decide what to do.

Short Cuts to Knowledge

Parents and teachers try to help children by warning them against serious mistakes and teaching them what has been worked out as most likely to produce happy experiences and harmonious relationships. Life would not be long enough for each individual to experiment and find out for himself all that the race has learned.

Social workers turn to psychologists for help in understanding the abilities and limitations of people whom they are trying to serve. Parents sometimes fail to understand their own children. Children misunderstand their parents. The social worker uses the information which the psychologist can give to help the parent to understand the child, and the child to understand himself and his parent.

The psychologist stays in an office where he has the necessary equipment. The child comes to him there to take the test. The social worker later visits the home and explains what parents and children need to know to understand each other that they may live together more happily.

JOINT PSYCHOLOGICAL SERVICE
2525 Euclid Avenue

A joint psychological service that is used by most of the children's agencies and sometimes by the Associated Charities is supported by the Community Fund through the Welfare Federation. It adjoins the offices of the Child Guidance Clinic (described later) and has the same director.

The three psychologists are able to make approximately 1500 studies of individuals in a year's time. Social workers are guided

by their recommendations in helping make plans for the families and the children they are assisting. The psychologists find some children each year who need a doctor's treatment for some form of mental illness. They often refer such children to a psychiatrist.

CLEVELAND CHILD GUIDANCE CLINIC, Inc.
2525 Euclid Avenue

The Cleveland Child Guidance Clinic is a psychiatric clinic for the study and treatment of a child with personality and behavior difficulties. A clinic is a place to which a person with symptoms of trouble goes to be examined. It is the job of the psychiatrist at the clinic to find out what causes the undesirable symptoms or unhappiness, and then to prescribe treatment.

Psychiatrist, the Doctor for Mental Illness

A psychiatrist is a doctor who is a specialist in the study, treatment and prevention of mental illness. He is most helpful in explaining and treating simple misbehavior and unhappiness. If children who are showing symptoms of trouble can be understood and treated in time, they can avoid serious illnesses of personality.

At the present time there are not many psychiatrists. This is a vocation which requires long preparation including four years of college, four years of medicine and specialization in mental hygiene, personality disorders and diseases of the nervous system.

Workers at the clinic talk with the child and his parents, trying to understand him and to find out why he feels and behaves the way he does. From a doctor he has a physical examination, for sometimes he may have irritation due to physical defects which can be corrected. From the psychologist he takes mental tests and personality tests. The psychologist analyzes any problems connected with his difficulties in learning. The social worker supplies information about his family, home conditions, behavior at home, at school and at play.

The psychiatrist knows how to interpret the facts brought to him from all these sources. He listens to the child's own story and by putting everything together is able to plan some treatment for correcting wrong conditions and for encouraging the growth of new and better personality traits. Like all doctors, the psychiatrist likes to see the child before wrong habits and unwholesome emotions become so firmly fixed as to make correction slow and difficult. The social worker will help carry out the plan of treatment by visits to the child and his family. She will explain what they do not understand and aid them in finding more satisfying interests and in establishing happier relationships.

The Child Guidance Clinic is one of the newest and most helpful social services. People who are well-to-do have as much need for such a clinic as anyone else and those who can are expected to pay for it. The records and interviews are always confidential and whatever is told the doctor or the psychiatrist or any of the workers is held sacred.

The Cleveland Child Guidance Clinic is a community service. It is supported by the Welfare Federation through the Community Fund. The director and his staff make it a part of their task to help social workers, doctors and parents to understand and to do their part in helping prevent emotional disorders and personality difficulties. The clinic is a teaching center for making the principles of mental hygiene better understood. To have a healthy personality and to behave in a socially acceptable way is as important and as useful to the individual as to have a sound and healthy body. It is important to Cleveland to have citizens with happy, wholesome personalities.

Adaptation is Learning by Experience to Avoid Discomfort

To desire approval and not to know how to get it, or to try for it and fail, is a shock to one's self-esteem that is hard to bear. It may make one person violently rebellious; it may cause another person to stop trying to succeed; while a third person will learn

from experience to work harder, or to find a better way, or perhaps to change his desire.

The person who keeps up his interest and his courage, and changes and adapts his ways will not suffer from feelings of "frustration" (defeat and disappointment). He is not like the little child who smacks the chair rocker because it bumped him. He learns by experience to avoid it next time. The child in school who, when laughed at for some blunder, is not hurt but laughs at himself is able to keep the crowd with him. Teachers and students respect him for not giving in to the ridicule. Observe the players in a game. One who is beaten may be so disappointed he doesn't wish to play again and is willing to break up the game. The good sport, on the other hand, is a good loser and is ready to play again. His personality is more likely to develop in wholesome, happy ways.

WHY SUSAN NEEDED HELP

Susan was becoming increasingly shy. At school and on the playground she had little to do with her classmates. They thought she was stuck up and haughty. She on the other hand felt herself ill at ease with them. She dreaded any mention of home or home life. She dared not invite any of her friends to her home because of her father.

The father was drunk most of the time. He would beat Susan's mother. He used to be a fairly successful businessman and drank very little. When his business failed, his wife could not understand. She resented it and the poverty which followed. The more the quarrels grew, the more he drank.

These things happened in the presence of the children. It was hard on them all but was particularly hard on Susan who was fourteen and sensitive. She was afraid of everybody. She began to think all men were to be dreaded and feared. She was suspicious of every kind act and trusted no one. The entire situation needed very skillful treatment. Both Susan and her parents needed help. This kind of help social work is able to give under the directions of the psychiatrist.

CHILDREN'S AID SOCIETY

10427 Detroit Avenue

The Children's Aid Society is an institution serving as a study home for children with some behavior or personality problem. The institution is equipped to care for approximately forty-five children and has a separate cottage for girls. Experience has shown that the best service cannot be rendered children under four years of age, girls over twelve years, or boys over fourteen, so that they are accepted only under exceptional circumstances.

Within the first month at the institution, each child is given psychiatric study under the supervision of staff members from the Child Guidance Clinic. Psychiatric study includes physical and psychological examinations and the obtaining of the child's own story through interviews with the psychiatrist. Following this period of study and observation, a staff conference is held. When this preliminary study indicates that further observation, study, or social and psychiatric treatment at the institution is needed, the children can remain for this additional service.

The Children's Aid Society is a member of the Welfare Federation and receives support from the Community Fund. It is expected that whenever possible parents or guardians will pay for the care of children.

OHIO BUREAU OF JUVENILE RESEARCH

Columbus

The Ohio Bureau of Juvenile Research, established by the state legislature in 1914, was the first mental clinic for children organized by any state government. Located on land adjoining the Columbus State Hospital, it has a daily average population of 94. In a year's time it makes studies of approximately 500 children from all over Ohio. The children are sent to the Bureau from the county juvenile courts. They stay from three weeks to three months according to the time required to understand their difficulty.

The Bureau was first established when the Binet-Simon intelligence test was new. It began as an attempt to measure the intelligence of children and to sort out the mental defectives with the hope that the state would provide long-time care for them in institutions for the feeble-minded. All others were returned to their own homes or to the

Juvenile Court with recommendations for care in local institutions.

Defective Delinquents

Defective delinquents are those who have some mental disorder and have become delinquent, thereby offending against the laws of the state and good moral practices.

As the courts naturally picked their most troublesome children to send to the Bureau, a large proportion of them were found to belong to this class. The Institution for the Feeble-minded had no room for them as they were too far advanced in bad ways to fit into a training school for feeble-minded.

Traveling Clinics

With the hope of helping children before their troubles became serious, the Bureau from 1926 to 1932 organized field clinics, and sent a traveling staff at regular intervals to those counties requesting help. In this way the psychologists of the Bureau were able to see more children and by repeated visits to help the probation officers and social workers in the different counties to understand how to treat and help the children.

Free Clinic at Columbus

From 1932 to the present (1938) appropriations to the Bureau have been cut, making traveling clinics impossible. However, any juvenile court may send a child to Columbus for study. Any social worker, teacher, parent or relative may bring a child to the Bureau by special appointment and receive free service at the clinic. For a child to remain for observation, a commitment is required from the juvenile court. The Bureau is most helpful to those counties which have no Child Guidance Clinics and no such agency as Cleveland's Children Aid Society. Children are referred from Cuyahoga County only when it is desirable that they be removed from the vicinity of their homes, or when day and night observation is necessary for several weeks.

MT. SINAI HOSPITAL MENTAL HYGIENE CLINIC

1800 East 105th Street

Family guidance (guidance in family relations) is the purpose of the Mental Hygiene Clinic at Mt. Sinai Hospital. Single adults also are treated for personality difficulties. Doctors and social workers combine to help each family and each individual to meet their personal and social situation adequately.

Happy Family Life Requires Effort

Happiness in family life is not achieved without effort. Young people deeply in love may marry with a romantic ideal of blissful home life. When problems arise in dividing responsibility for earning and spending, for clothing and recreation, or just getting breakfast and doing dishes, the dream may disappear.

Attitudes of fair play and team work on the one hand, or of selfish desires which expect pampering on the other, will swing the balance toward happy adjustment or away from it. Adjustment of some kind will have to be made whenever a group of individuals tries to live together. Each has his own personal desires for which he struggles.

Growing Up Brings Problems

A baby begins life with only his animal desire for food and comfort. As he grows up he needs to learn to get along happily with brothers and sisters, playmates, teachers, and later with fellow workers and employers. To train children successfully is beyond the ability of some parents, especially for those who have not been able to meet satisfactorily all their own problems.

At the Mt. Sinai Hospital Mental Hygiene Clinic the psychiatrists emphasize the need of helping parents in order to help the children. The clinic is a part of the Out-Patient Department. Upon being admitted to the clinic, a patient is given a physical examination. Children are examined by a pediatri-

cian, that is, a doctor who has specialized in child health and development and knows children's diseases. The social worker tries to find out in what ways the patient has been successful or unsuccessful in his family and school life, at work and in the community. With this information as background the psychiatrist is able to diagnose the trouble and plan what to do about it. Then the social worker helps carry out the plan.

In addition to patients who come to the clinic in the Out-Patient Department for help in working out problems in family relationships, the psychiatrist helps sometimes with in-patients. For example, every once in a while the doctor who is treating a bed-patient in the hospital does not understand why his patient does not recover faster. The psychiatrist some morning will be making rounds with him. As they come to his patient's room, the doctor says he thinks the patient isn't doing as well as he should. The psychiatrist tactfully questions the patient about what's on his mind. If the patient is a man, he may be worrying for fear he has lost his job. The psychiatrist tells him he will ask the social worker to see his employer and find out. If the social worker is successful in making the employer see what it means to the patient to have promise of getting his job back, she may be able to bring him encouraging word which is all that is needed to improve the patient's condition.

If the patient is a woman, she may be afraid her children at home are not being taken care of as she would like. The psychiatrist is able to secure her confidence and to find out whether the worry is justified. If it is, he will ask the social worker to go to the home and try to arrange for the right care of the children and bring back word to the anxious mother. Sometimes it may be important to bring the children to the mother, so she can see with her own eyes that they are all right.

If the patient is a child, he may be afraid of the doctor or the nurse, or think he is going to die, or he may resent the kind of food he is given. The psychiatrist knows how to drive away the fears and prejudices or superstitutions that are holding back the child's recovery. He is able to make his patient feel more comfortable and thus to assist in his recovery.

JUVENILE COURT PSYCHIATRIC CLINIC

2163 East 22nd Street

The Juvenile Court of Cuyahoga County has its own psychiatrist for the examination of any child whose conduct is so unusual and unreasonable as to make him difficult to understand. Such a child may not know himself why he behaves as he does. The judge has a great responsibility in deciding what shall be done. His desire is to make some plan which will result in improving the child's attitude and enable him to get along better with others. The psychiatrist may recommend removing the child from unhappy home conditions; he may suggest a foster home or an institution. The institution may be an orphanage, or it may be the City Farm School at Hudson, or in the case of children who have been before the Court several times without showing improvement, it may be the Boys Industrial School at Lancaster.

Changing Home Conditions

Because the Juvenile Court hears approximately 7000 cases a year and has but one psychiatrist he can study only those children who are having the most difficulty. His work is to recommend changes in living conditions which will awaken the child's interest, secure his cooperation and result in making him socially more desirable.

Child Offenders Are Not Treated Alike

The question is sometimes asked why children who commit the same offenses are treated differently at court. It is because each child comes from a different home and because he has different possibilities within himself. In one case the judge believes that with cooperation in the home the child's better nature can be appealed to and his habits of behavior improved. In another

case the parents may quarrel or the home may be broken up by separation of the parents. These are emotional disturbances bad for the child. Again the child's record may show that he has failed repeatedly to improve his conduct when allowed to remain at home. Therefore it seems necessary to send him to an institution. Another reason for sending a child to an institution may be that he is unable to resist temptation. Perhaps he cannot reason for himself and is used by other persons with stronger wills.

Psychologist at the Detention Home

All children kept at the Detention Home of the Juvenile Court are given intelligence tests before the judge hears their cases. These tests help the judge decide whether the child should be sent to an institution or whether he can be placed on probation and returned to his home. The degree of his intelligence serves as a guide to the judge in fixing the responsibility of the child for his actions.

In the course of a year the court psychologist tests about 1500 children, with the aid of two volunteers who have had special training. The children may be roughly divided into five groups, according as their intelligence is considered normal, above or below normal. The more intelligent they are, the more is expected of them. The lower the intelligence, the more likely they are to be sent to the state institution for the feebleminded.

Average for 1936-37

	Delinquents	*Dependents*
Superior	4.5%	7.2%
Normal	26.7%	40.8%
Dull Normal	26.6%	27.9%
Borderline Deficiency	25.2%	14.6%
Subnormal	18.2%	9.6%

In Chapter 12 the juvenile court has been called a socialized court because it uses so many of the methods of social work. In some degree other courts are being influenced to study the individual, not just the offense.

COMMON PLEAS COURT PSYCHIATRIC CLINIC
1560 East 21st Street

Since 1925 the County Court of Common Pleas has had a psychiatric clinic. In that year there was unusual interest in mental hygiene because of the demonstration clinic being supported in Cleveland by the Commonwealth Fund of New York. People were excited over the thought of what might be done for children to prevent their becoming delinquent and growing up to be criminals. It was natural that they should want the court also to demonstrate what could be done to understand and help those who had started on a criminal career.

In 1925 there was no provision in the law to permit the criminal courts to employ a doctor or psychiatrist. Therefore the first psychiatrist employed by the Common Pleas Court was classified as bailiff, an officer intended to guard prisoners during trial. By 1929 the state legislature had progressed to the point of passing a law to permit judges in counties with population of 300,000 or more to employ a psychiatric staff.

From 1925 to 1933 the clinic for the Cuyahoga County Criminal Court included a psychiatrist, a psychologist who was also a social worker, and a secretary. In 1933 at the depth of the depression, the clinic budget was cut and the staff employed on part-time basis. In 1934 the psychologist resigned and was not replaced until the summer of 1938. While the financial depression slowed up progress toward an adequate clinic, a better understanding of the helpfulness of such a clinic was gaining ground.

Municipal Court's Need for Clinic

The Municipal Court judges began to ask the county clinic to help them. Enough free service was loaned them to prove its helpfulness but since the county had only a part-time psychiatrist, any service given to the city courts had to be taken from time belonging to the county.

Meanwhile the Bar Association (a society of lawyers) aided by the Association for

Criminal Justice, now the Cleveland Crime Commission, and other groups had been working for two years to secure an appropriation from the City of Cleveland which would permit a joint clinic. This was finally granted and in the summer of 1938 a contract between city and county courts was made, permitting the joint clinic with an increased staff to begin operation.

How the Clinic Helps the Judge

The Clinic is expected to prepare for the judge a written history, or pen picture, of the individual about to be sentenced. This report helps the judge to know whether the man is criminally insane in the legal sense and should be sentenced to the state institution at Lima; whether he should be committed to some other institution; or whether he would be a good probation risk. In the last case, the prisoner may be given a suspended sentence and allowed to return home subject to the supervision of a probation officer, to whom he must report at regular intervals. The clinic is also of great help to the prosecutor and the probation department.

When it becomes possible to make a study of every offender, much valuable information will be accumulated regarding the amount of mental defectiveness, insanity, and emotional disorder that leads to crime. Thus far the county court clinic has been able to study only those persons who have given conspicuous signs of such trouble.

A total of 223 persons was examined in 1937. In eleven years under the same director, 4761 were examined with the following findings:

Psycho-neurotic (mild mental cases)	8—10%
Feeble-minded	10—15%
Psychopathic	30—40%
Psychotic (insane)	10—15%
No nervous or mental disease	20—40%

MENTAL DEFECTIVES

Persons with mental defects are called mental defectives. They may have intelligence but be emotionally unbalanced, or they may be so lacking in intelligence as to be feeble-minded. Those who are intelligent but emotionally excitable and unreasonable, and who rebel against the customs of society, become the dangerous criminals. Since they are born with defects of the nervous system they are called constitutional defectives. They are controlled by their emotions which are so conflicting and unreasonable that their conduct cannot be understood or predicted by the average person. They cannot be left at large with safety because they can be understood only by specialists in the treatment of mental disease.

The situation is somewhat different with the feeble-minded. They are usually docile and their conduct is predictable. Feeble-mindedness is of two types, hereditary and acquired. In the great majority of cases, the brain cells are insufficient or defective from birth. Occasionally an accident or injury to the brain during birth or later may result in feeble-mindedness. The appearance in a family of a feeble-minded child of the accidental type does not mean that other cases are likely to appear in that family.

In the hereditary type the defect is transmitted from one generation to another in accordance with certain laws of heredity. If both parents belong to this type their children will almost always be feeble-minded. If one parent only is of this type, some of the children may be normal but some of the descendents may be feeble-minded.

Psychologists recognize three grades of feeble-mindedness. Idiots are the lowest grade and do not respond to training. They require the same care that is given babies. They cannot take care of their persons. Imbeciles are the next higher grade and generally require institutional care because they cannot take care of themselves in society. They respond to training in some degree. Morons are the highest grade of feeble-mindedness.

Morons are not to be thought of as hopeless. They have some intelligence but cannot

compete with normal people. If their handicap is recognized early much can be done to prepare them for self-support. During childhood they are sensitive and self-conscious when constantly associated and compared with children who learn more quickly. To provide them with studies, work and play which will have interest for them, it is desirable to have them in separate classes or schools of their own. They are largely controlled by habit and when well trained make useful citizens, loyal and faithful in service, with regard for others and respect for themselves.

STATE CARE FOR THE FEEBLE-MINDED

The state of Ohio maintains three state institutions for the feeble-minded at Columbus, Orient and Apple Creek. There is not room for the large numbers awaiting admission to these institutions. The Ohio law requires the state to pay for land, building, and equipment while the county pays the board of inmates. Admission to a state institution can be arranged only through the County Probate Court. The court requires a lengthy history of the family as well as information regarding the individual. An examination by two qualified doctors is also necessary. The doctors are employed by the court with the county paying their fees.

It has been said that two percent of the population have some degree of mental defect, which would mean that Cuyahoga County has about 26,000. Not all need institutional care but a large number cannot be cared for in their own homes without being misfits, unhappy themselves and a problem to others.

The first state institution for the feeble-minded was opened in August 1857, in West Columbus. In 1898 the legislature appropriated funds with which to buy land at Orient, 14 miles from Columbus, for a farm colony. In July 1926, cottages for custodial care were opened there. In February 1931, an additional institution was opened at Apple Creek, where the state has bought approximately 2000 acres of land. The Apple Creek institution was designed to serve Cleveland and northeastern Ohio by providing for 3000 patients. Thus far it has buildings to accommodate only 500. The three institutions with land and equipment are valued at six and a quarter million dollars.

The following table shows the number now in state institutions for the feeble-minded from Cuyahoga County.

	1936	*1937*
Admitted during year from Cuyahoga County	120	186
Total inmates from Cuyahoga County on December 31, 1937	991	1039

OHIO HOSPITAL FOR EPILEPTICS
Gallipolis

Ohio was the first state to provide a publicly supported institution for epileptics. It is the largest in the United States and in 1937 had an average daily population of 2100, of whom 372 were from Cuyahoga County. It is located at Gallipolis on the Ohio River in the southeastern corner of the state, over 200 miles from Cleveland. Since the heaviest population is in northeastern Ohio, this location has been a great inconvenience and has occasioned heavy expense for transportation of patients.

The institution is located on 700 acres of land, not much of which is suitable for farming. There are 62 buildings including the 40 which are used for patients. Others are farm and maintenance buildings. The value of land, buildings and equipment is estimated at more than two and a half million dollars.

Epilepsy is a disease of the nervous system. It is recognized by attacks of unconsciousness, usually accompanied by convulsions (fits) in which the patient falls. Only a specialist can recognize the true disease, as there are other conditions which resemble epilepsy. It has become necessary to provide care for epileptics for the following reasons: (1) because the epileptic person is not responsible for his acts during seizures when he may injure himself and, following the convulsion while he is still dazed, he may injure someone else; (2) because in many cases by special training and selected occupations the epileptic may become self-

supporting; and (3) because the disease for the most part is hereditary, it is important that the epileptic should not marry.

Epilepsy is usually considered incurable, although much can be done to lessen the symptoms and sometimes to remove them. It is to be thought of as a symptom of some underlying condition. Such diseases may sometimes be due to injuries at birth or to childhood diseases. For the most part they are due to diseases in parents. Therefore, to lessen the amount of epilepsy in children yet unborn, work must be done with the people of the present generation. Of epileptics already born it is estimated that 30% need hospital care and training. The other 70% would benefit from special training and treatment under the supervision of psychiatric and child guidance clinics.

INSANITY A MENTAL DISEASE

Children may be mentally defective but are not considered insane. Insanity is a term that is rapidly going out of use among physicians and social workers because it is inaccurate. A person formerly called "insane" is today spoken of as having a *psychosis*. Any extreme abnormal behavior may be called a psychosis. People used to be afraid of insane persons because they did not understand them. If insanity is thought of as a serious mental illness, then people will understand why they need hospital care and treatment by expert physicians. Discoveries have been made very recently which bring new hope of curative treatment for certain types of mental illness.

There are four main types of mental disease. Very briefly, they may be named and illustrated. The (1) organic type is one in which there is some injury to the structure of the brain, as when syphilis produces an infection which alters the brain tissues. The (2) toxic type is one in which the brain has been poisoned, as with alcohol. The (3) psychogenetic and the (4) constitutional types are functional only; that is, there is no change of brain structure but normal activities are altered. Such disorders show first in quirks of character and queer notions, which make it difficult for the individual to get along with others, as in the case of dementia praecox (insanity of the young).

A person is not born insane. Much of the trouble develops over some mental conflict or failure to adapt himself to the requirements of civilized society. Everyone has mental conflict to some degree. The conflict arises from the fact that in order to be happy, man has to bring about a harmony or balance between two sides of his personality. First there is the savage animal part of man's nature which is purely selfish. He wants what he wants when he wants it. This is the cave man. On the other hand, for thousands of years people have tried to live together in families and in a civilized society. This is the struggle that goes on all the time between the natural man and the ethical or social side of man. He is born with one and learns the other.

There are some persons who fail in the fight and become mentally disordered by the intensity of the conflict. By no means all persons with mental disease need to be brought into probate court and committed to city or state hospitals. Nor do they need to be feared.

CLEVELAND PSYCHOPATHIC HOSPITAL
3395 Scranton Road

The Cleveland Psychopathic Hospital is one unit of the City Hospital on Scranton Road. It is a large building with 300 beds for psychopathic patients (persons suffering from mental disorders). Patients may be referred by private doctors for study and observation, or they may be committed by Probate Court. The cost of care for private patients is paid by themselves or their families. The county as a rule pays for patients committed by the court. The court will send patients for short-time treatment or for diagnosis so that the doctors may determine the nature of their disorder before a decision is made as to long-time care. This

hospital is intended for acute organic brain diseases and for advanced functional disorders. It has well equipped departments for occupational therapy and physiotherapy (curative treatment.) There is also an out-patient department. In one year approximately 900 patients receive care in the phychopathic hospital, averaging a stay of four months. As many as 45,000 physiotherapeutic treatments are given in one year.

MENTAL CLINICS IN GENERAL HOSPITALS

Mental clinics are being established gradually in all the general hospitals in Cleveland which have out-patient departments. In 1938 there were mental clinics in the following hospitals: University Hospitals (Lakeside, Babies' and Children's), St. Luke's, and Fairview Park. With the exception of Babies' and Children's Hospital they are mainly for service to adults and are directed by psychiatrists who are specialists in organic nervous diseases.

OHIO STATE HOSPITALS FOR THE INSANE

The state of Ohio provides mental hospitals for those needing long-time care who cannot be cared for in their own homes or who cannot afford a private sanitarium. Patients are admitted after a hearing in the probate court and examination by two psychiatrists appointed by the court. It is expected that patients or their families will pay for their board and clothing whenever possible. On December 31, 1937, there were 3269 persons from Cuyahoga County in the eight mental hospitals of the state.

Cleveland State Hospital, Turney Road

The Cleveland State Hospital is located in Newburgh, five miles southeast of the Public Square. It includes twelve buildings and receives patients from Cuyahoga, Lake and Geauga Counties. During 1937 it had a daily average of 2768 patients.

Hawthornden Farm

The Hawthornden farm is eight miles from the Cleveland hospital on the edge of Summit County. It was purchased in 1922 to provide healthful opportunities for patients to work out-of-doors and to raise crops for hospital use. There are eight cottages for patients and several other buildings on the grounds, such as the powerhouse, laundry, kitchen, store-house and farm buildings.

Counting the land in Newburgh and at Hawthornden, the state owns 1624 acres. Land, building and equipment are valued at $3,644,000.

Hospital Staff

The superintendent of each state hospital for the insane is a psychiatrist, protected by civil service from removal except on grounds of incompetence and inefficiency. In 1938 Cleveland State Hospital and Hawthornden employed 144 nurses, of whom 39 were registered nurses acting as supervisors or teachers. The Cleveland Hospital maintains a training school for nurses with a two year course and a three year course. Three years are required to be eligible for the degree of R. N. (Registered Nurse). In this course, part of the training is given at the Cincinnati General Hospital. Student nurses pay for their books, uniforms and transportation but receive board, room and a small wage.

EARLY CARE OF THE INSANE IN OHIO

The Cleveland State Hospital was first opened on March 5, 1855. At that time the insane were feared and greatly misunderstood. It was found difficult to care for them in the poorhouse (infirmary) so separate institutions were provided by the state as the population grew.

In 1867 the Board of State Charities was organized to safeguard conditions in state institutions. Joseph Perkins of Cleveland was a member of the first board. Rev. A. G. Byers was the first secretary. He had been chaplain at the Ohio Penitentiary for six years. General Roeliff Brinkerhoff was another leading spirit on this board. He incurred the wrath of the legislature by plead-

ing for a non-political administration of the state institutions, so that the Board of State Charities was abolished between 1871 and 1876. This was one of the first crises in the struggle for efficient management of the state institutions. To prevent a change in managing officers after every state election, these positions were finally placed under civil service.

General Brinkerhoff in his interesting autobiography, "Recollections of a Lifetime", reports that the dominant question during the early years of the Board of State Charities was "mechanical restraints" in the care of the insane. Such means of restraint were used as cribs (covered beds to hold the victim tight), muffs, sleeves, belts, wristlets, camisoles or straight jackets, strong rooms or padded cells. The so-called "filthy insane" were left naked with only straw on the floor for beds. Such conditions are unthinkable today.

In 1883 the state legislature appropriated money for a state hospital at Toledo. This marked the beginning of a new era in the care of the insane. It was built like a village of small cottages, with farm lands on which the insane might find healthy, happy occupation. Productive industries were provided for other patients according to their tastes and abilities. All the ordinary conditions of a well ordered community of sane people were provided. So great was the change over previous conditions that by scoffers it was called "Brinkerhoff's Folly".

STATE PROVISION INADEQUATE

In 1938 there were approximately 18,000 patients in Ohio's eight mental hospitals; 5000 were in the three institutions for the feeble-minded; 2100 in the hospital for epileptics; and several thousand awaiting admission. Overcrowding in these hospitals limits the possibility for treatment that cures. Most mental diseases require treatment in the first stages if they are to be cured. Delayed admission means that cure will be difficult if not impossible. Therefore, delays are extremely expensive.

The need for additional room for patients from Cuyahoga County resulted in sending approximately 1000 patients to private sanitariums at public expense, where it is difficult to obtain uniformly high standards of care and where the cost is much greater. One building at the Cooley Farms, Warrensville, intended to house the city's aged and infirm, was given over to the care of the insane. The state pays the city for this care. There are also some patients boarded in private homes out of county funds under the supervision of the County Relief Bureau.

During 1929-30 Ohio spent approximately five million dollars for additions and betterments for state institutions. From 1931 to 1937 the building program was stopped except for $550,000 of state funds each year for repairs, equipment and a limited expansion.

In 1938 a special session of the legislature appropriated one million dollars for a building program, which will be increased by appropriations from federal funds and will permit the building of a large new unit at the Cleveland State Hospital.

STATE PLANS FOR EXTENDING HELP TO THE MENTALLY ILL

A state law was passed in the spring of 1937 to create a division of mental diseases in the Department of Public Welfare, with power to establish out-patient hospitals over the state. The appropriation which accompanied the law was so small that as this book goes to press the new division has not yet been set up.

The governor is given power to appoint a commissioner of mental diseases to direct the division, and an advisory council of four members to work with him. The commissioner and at least two members of the council must be physicians expert in the care of the mentally ill.

The purpose of the act is not only to provide "wise and humane preventive and curative treatment" but to promote "study of

the causes of mental illness, insanity, feeble minds and epilepsy".

A bureau of mental hygiene is to make scientific studies into the causes and effects of mental ill health and to spread information which will help to improve conditions.

The division of mental diseases is given power to develop a state-wide system of psychopathic out-patient hospitals for persons whose mental illness is just beginning, or is of mild nature, or of possible short duration.

All private hospitals, homes and institutions receiving patients who are mentally ill must be licensed by the state. They are called *convalescent homes* and must be visited at least once in four months by an agent of the state. Patients may be placed in convalescent homes where they can benefit from occupational therapy.

While awaiting admission to state hospitals, the mentally ill or insane may be placed in *detention hospitals* to be provided by the county commissioners. The expense of such care is to be shared jointly by the county and state. Detention hospitals are subject to inspection by the state and must be licensed.

Feeble-minded persons may not be placed in out-patient hospitals but the probate judge may provide for them as he thinks best at county expense until there is room to receive them in state institutions.

The possibility of developing state colonies for the feeble-minded is implied in the law. From such centers some of the feeble-minded may be permitted to go out to private employment under careful supervision.

The law is of such importance that with adequate appropriations and skilled administration it should accomplish much to lessen the extent and seriousness of mental illness.

Chapter 12

Delinquency and the Juvenile Court

And step by step, since time began
I see the steady gain of man.—Whittier.

Early Care of Delinquent Children

IN the early 1850's Hon. Harvey Rice* was pleading with the Cleveland City Council "for some provision for improving the unfortunate condition of the neglected and vagrant children who never attend our common schools".

In 1856 Mr. Rice reported to the Council that there were from two to three hundred neglected and destitute children between 6 and 15 years in downtown Cleveland, spending their time in idleness or in begging, who were "exposed to temptations and dangerous and degrading vices".

Cleveland Industrial School, 1857

A year later the Council voted to establish "one or more industrial schools for the proper education of the neglected, destitute and homeless children of Cleveland and vicinity and thus provide them with a home until they could maintain themselves, or be provided with suitable homes in families".

The Council gave the use of the old Champlain Street schoolhouse for "a school and home for vagrant children", and made an appropriation for its support. This was known as the City Industrial School, where the new Terminal Building and Higbee's store now stand.

House of Refuge, 1858-1891

The city discontinued support of the school in 1867 because a section of the workhouse had been set aside as a House of Refuge for children. Provision had first been made for a House of Refuge for children in 1858 when the City Council passed the following ordinance: "That the Infirmary, in addition to poor purposes, shall be used as a House of Correction. All children under the age of 16 years who shall be convicted of any offense made punishable by imprisonment under any ordinance of the city may be confined to such House of Refuge and may be kept or apprenticed out until they arrive at the age of 18 years".

The House of Refuge for child offenders was but a branch of the Workhouse from 1858 to 1891 when it was abolished as a dismal failure. Designed for the "moral reformation of its inmates" who at the same time were expected to work for their board and keep, it only taught children more evil than they knew. They left the Refuge under a cloud and were marked, according to an early history, "as workhouse criminals, or vagabonds, to enter again upon a career of idleness and crime".

Children in Jail, 1891-1901

From 1891 to the time when the Juvenile Court was established, there was no separate provision for the detention of children. They were imprisoned on the third floor of the County jail which was described by the American Prison Association as the worst pest house in America.

JUVENILE COURT

The need for a special court dealing with children was brought to Cleveland's attention by Newton D. Baker, then city solicitor. He read a paper on "The Condition of Children in Cleveland Jails" before the Social

*Harvey Rice School, 11529 Buckeye Road, was named after this philanthropist and civic leader.

Service Club in November 1901. His revelations were shocking.

As a direct result of Mr. Baker's address a committee was formed which proposed to the police judges that volunteer probation officers be appointed to supervise young delinquents and to be responsible for their conduct, making imprisonment unnecessary. The proposal was accepted and a number of public-spirited men volunteered their service.

Growth and Development

Meanwhile the attention of the committee was attracted to the Juvenile Court in Chicago which had been in operation about two years and was the first in the country. Thomas E. Callaghan, a member of the committee, visited the Chicago Court and brought back an enthusiastic report. Fred C. Howe drafted a bill for introduction in the Ohio legislature to create a Juvenile Court in Cuyahoga County, modeled after the Illinois law. It was passed in the spring of 1902 and in the fall Callaghan was elected judge. This first Juvenile Court in Ohio was not an independent court as it is now but was presided over by the judge of the Court of Insolvency, as a part-time job.

The first juvenile court was for children under the age of 16. It provided only for volunteer probation officers. The first boy to appear before the court was charged with stealing a pair of shoes and was placed under the supervision of Newton D. Baker.

A later juvenile code enacted in 1913 provided for juvenile courts in every county in the state and raised the age limit for control over children from 16 to 18, where it now remains. This act provided for the physical and mental examination of all children committed to institutions. The Civil Service Act was passed in the same year requiring that probation officers should be subject to civil service examinations.

The work of the Juvenile Court in Cuyahoga County became so heavy that another law was passed later by the legislature abolishing the Court of Insolvency and creating an independent, full-time Juvenile Court beginning January 1935. The Juvenile Court is now a cooperating member of the Welfare Federation.

The law which defines the reasons for bringing a child into court changes from time to time. These changes are due in part to new conditions and new activities but more especially to changes in public opinion. Law has been called "crystallized public opinion".

Juvenile Code of 1937

The Ohio Juvenile Code which became a law in 1937 may be summarized briefly as follows:

The Juvenile Court is responsible for children under 18 years of age who are delinquent, dependent, neglected, or crippled.

A *delinquent* child is defined as one who violates a law, is wayward, habitually disobedient or truant, or who behaves in a way that endangers the health or morals of himself or others, or who attempts to enter the marriage relation without consent of parents or guardian.

A *dependent* child is defined as one who is homeless or lacks proper care or support through no fault of his parents or guardian.

A *neglected* child is one who lacks proper care either (1) because his parents or guardian neglect or refuse to provide for him or (2) because he is subject to conditions and environment which may injure his health or morals.

A *crippled* child is the concern of the Juvenile Court only when he needs medical or surgical care which his parents are unable or unwilling to give him. If the court finds that such care will help a child to prepare for self-support, public funds can be used.

A Socialized Court

The Juvenile Court is called a socialized court because it considers a person's social condition and not just his offense. The pro-

cedure is very different from a criminal court.

When a child appears before the judge only his parents and a probation officer are present, although sometimes a social worker from some agency which knows the family conditions may be present also. There is no newspaper reporter, and very rarely a lawyer. Every attempt is made to keep the hearing private and to make the child feel the court wants to help him.

In adult criminal cases the person accused is first arrested for having committed some particular offense. He is later brought to trial in a court room to which the public is usually admitted. Witnesses are summoned and questioned by lawyers. In answering the lawyer's questions they may relate only facts within their own knowledge—not "hearsay". The judge or the jury decides whether the accused is guilty or not guilty of the offense. If guilty, the law states what shall be done with him and the judge sentences him. If not guilty, he is released.

In the Juvenile Court, the judge conducts a "hearing", not a trial. Witnesses are summoned only when testimony is required involving loss or damage to property, or when an adult person is responsible for neglect or misconduct of the child. The judge tries to improve conditions for the child, not to punish him. The idea is to make him a better citizen through providing better training. He is usually allowed to tell his own story.

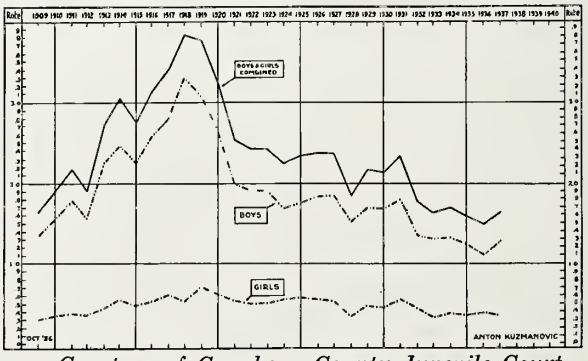
The Juvenile Court hears approximately 7,000 cases a year. This is more than one judge can do alone. He is aided by two assistants, called referees, a man for hearing boys' cases and a woman for girls'. The referees hear all unofficial cases and some of the less serious official cases.

Unofficial cases are those where no affidavit (sworn statement) has charged that a child has done something that is against the law. If the child has never been in court before, there will probably be no affidavit filed against him unless his offense is very serious.

Every complaint about a child is investigated by a probation officer before the hearing. The judge will often confer with the probation officer before he decides what plan to make for the child. The judge has a great responsibility, since his decision may not be appealed to any higher court and he has the power to remove a child from the home of his own parents and place him in a foster home or in an institution. He usually prefers to place the child *on probation.* This means the child is allowed to return home to be helped and supervised by a probation officer.

When the probation plan seems unwise, the court may ask a social agency to try placing the child in a foster home or institution where his environment will be more favorable. Foster homes are usually found for dependent children who have no relatives to give them suitable care. It is not so often the plan for children who have been delinquent.

Delinquency may be defined as un-social or anti-social behavior. The child who does not conform to the behavior that society expects is un-social. To put it more simply, the un-social child is one who does not behave as do respectable children of his age and group. The anti-social child is one who does things that are actually in violation of the law.



Courtesy of Cuyahoga County Juvenile Court

Chart showing declining rate in juvenile delinquency since 1918.

The accompanying chart made by the Juvenile Court shows that delinquency among children has decreased from 1918 to 1935 during the period when the country was developing and strengthening its youth agencies. These years have seen an increase in number and extent of playgrounds, summer camps, community centers, clubs, scouting and settlement activities.

Methods of Detention

The original purpose of the juvenile court was to remove children from the contaminating influences of association with adult criminals in jail. The volunteer probation officers took some children into their own homes. Very young children were cared for in orphanages, but additional provision became necessary as time went on.

The Cleveland Board of Education in 1906 equipped a few rooms for truants at the old Boys School at West 29th Street and Fulton. Judge George S. Addams persuaded the County Commissioners to share in the expense and for two years a limited number of boys were detained there. Girls were provided for by private charities, Catholic girls at the Convent of the Good Shepherd, and Protestant girls on the third floor of the Salvation Army Rescue Home on Kinsman Road.

In 1908 Judge Addams secured permission from Mayor Tom L. Johnson to use the third floor of the Police Station at Detroit and West 29th Street; but older and more unruly boys were still kept in jail until the Franklin Avenue Detention Home was opened in 1917. Meanwhile the County Commissioners had come to see the unfairness of expecting private charity to provide for the girls. They rented a house on East 43rd Street near Scovill Avenue, until such time as the Franklin Avenue property was equipped to take them. Parts of these buildings were condemned as fire hazards in 1930.

County Welfare Building, 1932

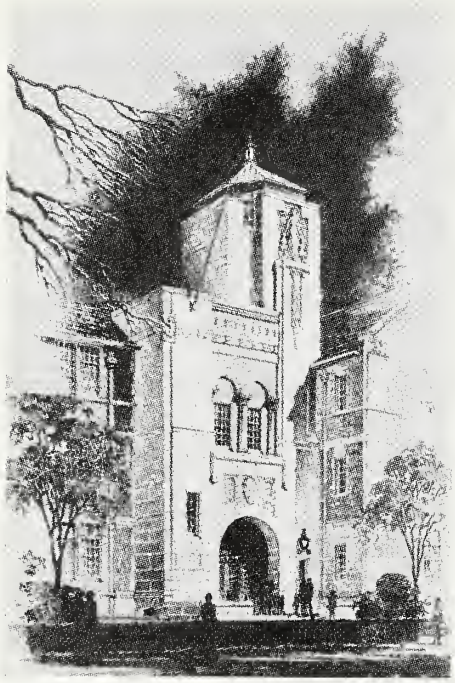
In November 1930 the voters approved a bond issue for the erection of the present buildings in the County Welfare group, of which the Detention Home is a part. These modern quarters, opened in 1932, have served as a model for similar buildings in other cities. Built around an open courtyard, the detention units for dependent and for delinquent children are so separated that there can be no communication, and yet all have access to the well protected playground which is used by the different units at different hours of the day.

The Juvenile Court Building faces on East 22nd Street. The central tower and arched entrance impress the newcomer by their beauty and dignity. The Detention Home adjoins the court building. The wing for delinquents faces Central Avenue. A corresponding wing on the other side faces Cedar Avenue and is occupied by the County Child Welfare Board, with the two upper floors serving for the detention of dependent and neglected children.

Children who come before the juvenile court are not always sent to the Detention Home. They are detained only when there is a question about their own home or when they need special care. Every child who goes to the Detention Home is given a physical and psychological examination, and in addition may be studied by the psychiatrist. He is under observation day and night by trained attendants. His social conduct during work and play periods and at meal time reveals his character and personality. The Detention Home serves as a laboratory for the study of child difficulties. Children are kept there only until plans can be made for long-time care.

TRAINING SCHOOLS

For the boy or girl who repeats bad behavior after having been given a chance to improve, the city of Cleveland provides two training schools, the Boys Farm at



Courtesy of Cuyahoga County Juvenile Court

Entrance to Juvenile Court Building.

Hudson, and the School for Girls at Blossom Hill, Brecksville.

Cleveland Boys Farm, at Hudson

The Cleveland Boys Farm at Hudson was opened in 1903. It preceded by a few months the beginning of the Cooley Farms at Warrensville. It was a part of the same "back to the land" movement. By taking the boys away from harmful city influences, it was hoped they would be improved by active, out-of-door life, and abundant, wholesome food.

The Farm can care for an average of 140 boys at a time. A boy who shows he is able to get along with others and be law-abiding, is released after seven or nine months. The school program is under the direction of the Cleveland Board of Education which supplies the teachers. In addition to academic work, courses in agriculture, industrial arts and music are taught. Out of school hours and during vacations, the boys work on the farm. They enjoy hunting, trapping and fishing at certain seasons of the year. Swimming, hikes, picnics and movies are also made possible. Excellent physical and dental care are provided so that the boys when dismissed are much stronger physically.

Blossom Hill School for Girls, Brecksville

Blossom Hill School for Girls, like the Boys Farm at Hudson, is operated as a division of Cleveland's Department of Public Health and Welfare. It was organized in 1914 and was first located at Warrensville in an old frame dwelling. In 1928 it was removed to Brecksville and modern fireproof brick buildings on the cottage plan were erected. The school is named for Hon. Dudley S. Blossom who was Cleveland's Director of Health and Welfare for several years.

There are four cottages and a central administration building. Each cottage family consist of fifteen girls and two staff members. Additional buildings are planned.

The Cleveland Board of Education supplies four teachers. Vocational training is provided in home economics and commercial subjects. Preliminary work is given those interested in beauty parlor operation, in

practical arts, gardening and floriculture. Abundant recreation is made possible, and a supply of good books is always available from the Cleveland Public Library.

Girls between the ages of 10 and 18 are committed by the Juvenile Court. The average age is 15. Girls are not accepted with any infectious disease, or with mentality too low, or temperment too unstable to profit by vocational training. A representative of the school attends the court hearing and decides with the court which girls are the most likely candidates for training.

Girls remain in training for an average of ten months, depending somewhat on their age, home conditions and possibilities for work placement. A social worker from the school visits a girl usually once a week after she leaves until she is successfully adjusted at home or at work, or until she is twenty-one. Over half the girls are placed directly in working homes as domestics or mothers' helpers. The demand for these girls is usually greater than the school can supply.

Boys Industrial School at Lancaster

The Boys Industrial School at Lancaster is for delinquent boys in difficulties too serious to be handled in their home counties. It was established in 1857 largely as the result of the efforts of Carl Gustav Remelin, a German immigrant living in Cincinnati. In 1856 he succeeded in interesting Governor Salmon P. Chase to appoint a commission of three to study "juvenile reform". After much investigation in the United States and abroad, Remelin proposed the adoption of a system he had observed in Mettray, France. In 1857 the Ohio legislature appropriated $10,000 for the purchase of land in Fairfield County near Lancaster. The first family building, a double cabin to shelter forty boys, was built for $2,000.

In choosing the original site the planners were thinking of health and beauty rather than of productive farming. The wooded ravines were beautiful and picturesque, but it was necessary later to buy several hundred acres of additional land for farming purposes.

More and more cottages were built at the school as the number of commitments from all over the state increased. By 1926 the population had grown to 1400 and reached its peak that year. Since that time the number has been decreasing due in most part to more effective probation service in the juvenile courts.

During 1937, 116 boys were sent to the State School from Cuyahoga County. On December 31, 1937 there were 157 in the school from this county. Boys become eligible for parole after twelve months if their behavior has been good. Their time is extended as punishment for misbehavior. The school places considerable emphasis on discipline, physical exercise and military drill.

Girls Industrial School at Delaware

The Girls Industrial School is maintained by the State for the training of delinquent girls who may be sent from any juvenile court in Ohio. It is located in Delaware County, ten miles south of the city of Delaware. "The grounds would do credit to an exclusive boarding school or college."* The location on the banks of the Scioto River covers 189 acres and was formerly the site of a health resort, famous for its sulphur springs. Land, property and equipment are valued at over a million dollars.

It was first established in 1869 and was built on the "family plan" with cottages which permit separation in groups of forty to sixty girls. There are no prison walls or fences, and few locks or bolts.

No girl over 18 may be committed but any girl sent before she is 18 may be kept at the school or under its supervision (on parole) until 21.

The ten-room school building on the grounds has classes from the seventh grade

*See: "Training Schools for Delinquent Girls" by Margaret Reeves, published by Russell Sage Foundation, New York.

through the eleventh. Below the seventh there is an unclassified group, many of whom profit most from training in handwork. Some vocational training in homemaking supplements the school classes. A music director trains a chorus and orchestra. A director of physical education teaches formal gymnastics and organized play. In the winter there is basketball and volley ball; in the summer, tennis, baseball and other outdoor sports. Every girl is required to attend religious services on the grounds. Girls are trained in cooking, sewing, art needle work, bakery and laundry work. Some commercial training is available for a few girls who may enter an office or department store to earn their living. Most girls return to their own homes or are placed with private families to assist with the housework.

As many girls are suffering from disease and lack of medical care, hospital service is provided. The superintendent states in her annual report for 1936 that the first obligation of the school is to build health; the next is to teach citizenship.

The school employs five field workers who are responsible for helping the girls when they leave the school. Formerly called "parole officers", they are now referred to as field visitors to indicate a friendlier relation. These visitors become acquainted with the girls while they are in school, consult their teachers and housemothers about their abilities and personalities, looking toward a wise plan for each when she is released.

The visitor makes acquaintance with the girl's own home and relatives, confers with the Juvenile Court in her home county, and decides whether the girl is to be returned to her home or placed elsewhere to make her own living. Each visitor supervises an average of 65 girls placed in her district, visiting them monthly. If a girl does well during her first year on parole she is given an honorable discharge by the Superintendent.

During the year 1936, thirty-six girls were sent to the school from Cuyahoga County. In 1937 only twenty were sent. On December 3, 1936 there were forty-two girls from Cuyahoga County in the school. On December 31, 1937 there were twenty-eight.

Table Showing Daily Average Population over Nine Years, 1929-1937

Year	*Boys Industrial School*	*Girls Industrial School*
1929	1,116	567
1930	1,120	501
1931	1,120	407
1932	950	431
1933	844	398
1934	845	384
1935	919	415
1936	888	440
1937	875	450

Chapter 13

Social Group Work

Tell me how a people uses its leisure and I will tell you the quality of its civilization.—Maeterlinck.

By social group work is meant social work for people in groups. The higher animals, birds and insects do many things in groups for their mutual advantage. Human beings, too, are social by nature and profit by belonging to groups.

Life is so involved today that few things can be learned and accomplished by people acting by themselves. Young people develop their own capacities by acquiring knowledge and skills that others have learned through long experience. Opportunity must be given these young people by which they may relate their abilities to those of others so that joint and cooperative activity can be more effective.

It is a signal that something has gone wrong with a person when he wants to be alone all the time. People usually learn faster and develop farther through association with others in wholesome group activities.

Elderly people may desire peace and quiet. The groups they enjoy are those where they do not have to use much energy. Young people, on the other hand, have energy and vitality that crave expression in activity. It is natural and desirable for them to be with others of their own age.

If young people find nothing in the community that has lively interest for them, they become dull and lifeless or they may get into trouble. It sometimes happens that boys and girls have neither the means nor the imagination to make their own good times in wholesome ways, or they may imitate undesirable patterns of behavior which they have seen or read about in adults. Gangs are usually organized not because the members want to be bad but because they want a good time and they must use their energy at something collectively.

The young people who live in cities do not have the same chance their parents and grandparents in the country or in small villages may have had. In the olden days they went hunting, trapping or fishing. Often they had all day picnics in the woods. The city children do not have such opportunities unless a way is provided by some one who has their interest at heart. Modern city life, however, has certain advantages. It offers more varied facilities for satisfying different kinds of interest. There is also more chance for a person to associate with others interested in the same things.

Social work is concerned with providing varied opportunities for group activities which have wholesome appeal to young people. The next three chapters describe these organized activities, which are called social group work.

Influence Upon Personality

The first purpose of group work is to help each person to get along with others. This is helping the person "to adjust" to the group, and so to be happier because he is accepted by them. However, group work is more than helping some one to be popular, or a "good mixer." The group leader tries to bring out the best possibilities of each person for the benefit of the group. The aim is not to develop "a star" but to enable each person to make his contribution without feeling he is being bossed or dominated by others.

The group gains in strength and power when everyone contributes something of value. Each member becomes the gainer when others add their ability to his. The group goes farther and climbs higher than any one member could alone, just as a passenger balloon is capable of flights beyond the possibility of a one-man parachute.

Group work in some cases is better than medicine for persons who are socially sick. Those who are discontented, discouraged and self-conscious can be helped to get outside themselves and into bigger interests by taking part in some wholesome group activity.

Learning New Skills

A second purpose of group work is to provide opportunity for learning. This does not mean through going to a school where a person will get grades and be expected to advance at an even rate with others. Leaders in group work plan rather for an informal kind of education where a person feels perfectly free to join the group or not, and to leave it whenever he wants. After all, nearly everyone wants to develop new skills of some kind, and it is much more fun to do it in a group than alone.

One person may want to increase his physical strength and so seeks the privilege of a gymnasium. Another may prefer mental exercise and want to join a debating, writing, or discussion group. Many people enjoy art, music, dancing, or dramatics, while others prefer handicrafts or photography.

Whatever the group a person joins, the leader will not make him feel hurried or forced to accomplish certain things. The joy comes largely from proceeding at one's own rate of speed, and the benefit comes from advancing on one's own initiative, under one's own steam. In this way one learns self-reliance and independence instead of leaning on the leader.

Socially Acceptable Conduct

The third purpose in group work is to accomplish by combined, or social action, something worthwhile for the community. Members of a social group under a good leader come to feel that they have something to give as well as to get. They grow gradually into a sense of responsibility for conditions in which they live, work and play. The leaders help each group to choose a program or direct their activity toward something that will be desirable, or at least acceptable to the community.

Young people have taken an active part through their group organizations in drawing the attention of government agencies to the need of more opportunities for education and recreation.

GROUP WORK COUNCIL

The Group Work Council of the Welfare Federation of Cleveland was organized in 1928. It is a council composed of those agencies which are engaged in work with groups of people in clubs, classes, playgrounds, recreation centers and the like. Some twenty agencies are called "financially participating" because they receive at least part of their money from the Community Fund. They include the settlements, Y.M.C.A., Y.W.C.A., Scouting organizations and camps. Fifteen other agencies, supported by taxation, memberships and other contributions, such as the departments of recreation under the city, the park board, schools, public library and the church federation, are called "cooperating" members. These agencies are served by a professional secretary, with offices in the Welfare Federation. (See Chapter 24 on Community Planning.)

For a city as large as Cleveland, it is important to have the recreational agencies evenly distributed and cooperating with each other. This requires a council with occasional meetings, to exchange information and unite in undertakings of common interest. Just as railroads may be run by different organizations, but all observe certain signals and often use a common depot; so the Council helps to decide the rules and signals, and the Welfare Federation provides the Union Terminal.

Chapter 14

Social Settlements

An enlightened adventure in human fellowship.—Robert Woods.

A SOCIAL settlement is a house or group of houses which serves as a social center for some particular neighborhood and usually as a home for a group of social workers who want to become identified with that neighborhood. It is a place to which people go "to learn things, do things and think things" in groups.

The First Settlements

Hull House, founded by Jane Addams in Chicago in 1889, is the best known of American settlements. The settlement idea came to the United States from England where Samuel A. Barnett founded Toynbee Hall in London in 1884. He was a clergyman, vicar of St. Jude's in the wretched East End district of London. He was convinced that the district had been drained of people capable of furnishing civic and educational leadership. He induced some young college graduates to make their home in the White Chapel district, to encourage the people to struggle against the evils of social and economic conditions.

In England the movement spread rapidly and six other settlements were established in the next six years. Visitors from America brought the English plan back to New York, Boston and Chicago, where the first settlements were started.

New York—1886—Neighborhood Guild (later University Settlement)
Chicago —1889—Hull House
New York—1889—College Settlement
Boston —1891—Andover House (later called South End House)
Cleveland —1896—Hiram House
Cleveland —1896—Goodrich House
Cleveland —1899—Council Educational Alliance

College Settlements

It is an old saying that when conditions get bad enough something happens. When the living conditions of working men in factory districts became very bad in England and America, the attention of unselfish, generous-minded college students was attracted. They believed that if culture was reserved for the benefit and pleasure of the well-to-do, it would become narrow and warped. The desire to share the burdens of the oppressed and to build a new social order by improving conditions, took root in certain colleges. So it happened that the early settlements were spoken of as college or university settlements.

Later Called Social Settlements

Later they were called social settlements because of their efforts to improve social conditions and to distinguish them from relief organizations which were especially concerned with individuals and families. In the early days they were misunderstood and sometimes opposed by churches, who were accustomed to work for the religious salvation of individuals. The settlement movement from the beginning has been non-sectarian, that is, not identified with any sect or religion. However, it had a distinctly religious motive in its attempt to work for the Kingdom of God on earth. The settlement today is still trying to bring a better social order through spreading education, through increasing opportunity and through mutual sharing of burdens.

Programs Flexible

People do not go to settlement houses because they have to. They go because they

want to join with other people in social good times, or because they know that they can get help of some kind. A person in trouble or in need of information will be given friendly advice if he asks it. If he wants to experiment with a hobby of some kind or to belong to a club, he will be welcome whether he comes alone or brings a gang of friends who want to have their own club. It does not matter whether he is fourteen or forty years old. To mingle with other people, with either the same or different interests, is bound to get a person "outside himself" and to help him feel a part of a greater world.

Leaders of settlement groups do not measure their success by the numbers they reach, as mass recreational agencies must do. They work with fairly small groups in which the members have common interests and purposes of a lasting nature. These groups are largely self-governing bodies receiving some direction from the agencies to which they belong.

Trained Leaders

Social group work requires leaders who have had considerable training. There was a time when almost anyone of good intentions thought she could "take a class" or a Scout troop. Knowledge of good educational, psychological and sociological principles is required today for anyone to be a professional leader in group work.

Contribution to the Community

The settlement does not stop with trying to help persons to live happier, healthier lives as individuals. It makes them realize that the community in which they live is what they make it,—good, bad or indifferent. The settlement is a place to discuss problems and plans for neighborhood action. Where an individual might be helpless, the neighborhood by united action becomes powerful when they petition the city government for a playground, skating pond, swimming pool, infant welfare station, police protection, rubbish collections, and so on. Neighborhood groups may wish to study and support social and health laws, to get a new tuberculosis sanitarium, or a better standard of hours and wages for women workers, or better houses at lower rents through the Housing Authority. By uniting their strength under wise leadership such groups become effective.

The Spirit of the Settlement

The settlement is above all democratic in spirit. No race, color or creed is looked down upon. The spirit of the settlement is one of respect for people of all nations. Through work and play that is shared together, the settlement encourages respect, good will, and understanding between peoples of different backgrounds. The spirit of the settlement in the words of George Bellamy, founder of Hiram House, is "respect for the oneness of life—the Jew, the Catholic, the Protestant, the alien—with his cultures, his industry, his love of freedom, skills and qualities basic to an enduring democracy."

ALTA HOUSE
"A House by the Side of the Road"
12515 Mayfield Road

Alta House grew out of a community need in the Italian neighborhood on Mayfield and Murray Hill Roads. A day nursery and kindergarten were started in the summer of 1895 in a new cottage near the top of steep Mayfield hill. It was supported in part by Mr. John D. Rockefeller for whose daughter it was named, and in part by the Cleveland Day Nursery and Free Kindergarten Association. Mr. Rockefeller was then living on his Forest Hill estate and was accustomed to drive to town through this district, in which he was deeply interested. Mr. Joseph Carabelli, an Italian expert in fine marble and granite, lived in this neighborhood and was also interested and helpful.

Many of the children did not know a word of English and the work was difficult at first. Within a month the first house became so crowded that the nursery was moved two doors west into the large Ford homestead, where the present main building stands. It had a large enclosed yard with shade trees.



A marionette show requires many skills and much cooperation.

Very soon boys' clubs were developed, then a sewing school, mothers' meetings and social evenings for the whole neighborhood. To volunteer their time and services came young men and women who later became prominent in service to their city and nation.*

Increased Facilities

By 1898 the House was so overcrowded that Mr. Rockefeller agreed to pay for the construction of a new building. A building committee was appointed to draft plans which were later approved by Mr. Rockefeller. The new Alta House was dedicated on February 20, 1900, the address of the day being made by Jacob Riis of New York City. During that year new work was started, including a school for crippled children, medical dispensary, gymnasium, public baths and public laundry. Mr. Rockefeller later purchased three adjoining houses and land for a playground. The settlement now contains rooms for residents, twelve club and class rooms, auditorium, music studio and craft shops.

Governing Board

At Mr. Rockefeller's request, Alta House was made an independent social settlement with its own governing board in October 1900. Now a member of the Welfare Federation, Alta House receives part of its support from the Community Fund. Small fees to cover club expenses are charged club members.

Activities

In the course of a year the total attendance at all activities of Alta House reaches 155,000. An average of 110 clubs and classes are meeting there. A full-time art director

*From an unpublished history of Alta House.

has been added recently. Music, dramatics and handcrafts are very popular.

A bowling league of twelve clubs, including one from the Collinwood Social Center, and a golf league have recently increased the interest of groups of men between twenty-five and thirty-five. A social night for young people has become a popular feature. Activities at Alta House include baseball, basketball, volleyball, tennis, swimming, boxing, tumbling, folk dancing, tap dancing, ballet dancing, workers' education, home nursing, first aid, radio, music (vocal and piano), sewing, knitting, discussion clubs, journalism, oil painting, modeling, marionette making, music makers, metalcraft, woodcraft, dramatics, design, poster and sign making. Approximately 1400 different individuals participate in regular group activities.

Members of Alta House staff are studying ways in which they may be of service to individuals in their own homes, families and work life, realizing that leisure-time group activities may wisely be supplemented by case work.

A committee from Alta House Community Council with some additional neighborhood people has collected enough information concerning housing conditions to interest the Federal Housing Authority in a low rent housing project in their district. As this book goes to press, the final decision has not been made.

Alta House Camp

The Alta House Camp at Burton, Ohio, has a capacity of 45 campers, seven persons to a cabin. Activities are mainly those which can be done in the country and not in town. For instance, baseball is not so important as nature trails.

COLLINWOOD SOCIAL CENTER
1065 Ivanhoe Road

Collinwood Social Center is a branch of Alta House in a neighborhood settled largely by people of Italian descent, many of whom had moved from the Alta House district. It was started in 1929, but in December 1932 Alta House was forced to withdraw support, due to lack of money. During this period some work was carried on by volunteers from the neighborhood. Interest continued to grow so that workers were again assigned to the center in January 1936.

Equipment and space are limited to a playground, kitchen and three club rooms where 25 clubs and classes meet. The Center makes use of Collinwood High School and neighborhood churches. The Board of Managers are all respected, interested neighborhood people.

THE CLEVELAND MUSIC SCHOOL SETTLEMENT
11125 Magnolia Drive

Early in 1912, Miss Almeda Adams, a blind musician of great accomplishments, approached Mrs. Adella Prentiss Hughes with the idea of starting in Cleveland a Settlement Music School, patterned after a similar institution in New York which was doing such a very fine piece of work. Because of the value of such an undertaking, a group of prominent people became interested and, in April of 1912, incorporated the Cleveland Music School Settlement.

The school was formally opened in rooms in the Goodrich House Settlement in October 1912. The Fortnightly Club became the actual founder, by contributing the first one thousand dollars for the project. Shortly after that, Madame Emma Eames, happening to be in Cleveland for the twenty-fifth anniversary of her operatic debut, gave a concert at the Statler under Mrs. Hughes' direction and contributed its proceeds—five hundred dollars—to increase the fund.

In the first year the school maintained a faculty of five members, and enrollment reached a total of one hundred and fifty. It did not take long to outgrow the facilities afforded by the rooms in Goodrich House, and the Music School Settlement moved to a house on Euclid Avenue, just east of Gid-

dings Avenue (East 71st Street), where they remained until 1925, when money was raised and property on East 97th Street was bought. A recital hall was built in the rear of the building on 97th Street, and the school remained there until the summer of 1938, when the former residence of Mr. and Mrs. E. S. Burke, Jr., on Magnolia Drive was purchased. This beautiful home affords ample room for further expansion of the work of the Settlement, as well as a residence for a number of staff members.

According to its articles of incorporation, the Cleveland Music School Settlement was founded to afford education in music, and to combine helpful influences with such education. The Settlement is a member of the Welfare Federation and derives the major part of its support from the Community Fund. Approximately twenty-five per cent of its income comes from the fees paid as tuition by the students. In the course of the school year between 600 and 750 are enrolled at the Settlement and its branches, located in six other social settlements in Cleveland, and at Prospect School in East Cleveland. Over 9000 individual lessons are given, and more than 8000 class lessons. A special summer session enrolls more than 160 students and offers around 750 individual lessons during July and August. While the largest departments are piano and violin, at least eight other instruments are taught, in addition to voice, eurythmics, music history, group music, and music theory which is required of all registrants. The faculty numbers more than forty, some full-time, some part-time, and a few volunteer teachers.

Many concerts and recitals are given during the year, both at the Settlement and outside, totalling more than two hundred in a year. The Settlement has employed a part-time case worker to assist in determining which type of activity will help most in individual cases. The large and interested board of trustees numbers many musicians of high rank, who make it possible for students to acquire additional musical experience by attending symphony concerts and other recitals in the city which the young people might not otherwise be able to hear.

With the new facilities afforded by the larger house, registration at the Settlement is limited only by financial considerations. A sizeable waiting list has been built up until the time that the organization can afford financially to take on the additional registrants.

COUNCIL EDUCATIONAL ALLIANCE

Mt. Pleasant House
13512 Kinsman Road

East 105th Street House
918 East 105th Street

East 55th Street House
5806 Woodland Avenue
Now meets in Woodland Branch
of Cleveland Public Library

Extension Project
Superior-East 123rd St. Neighborhood

The Council Educational Alliance was in the beginning a social settlement. As the resident workers in its social settlements moved away, to make more room in the houses available for clubs and organizations, the settlements became known as community centers. A social settlement is called a community center when the resident workers do not live in the settlement house. The Council Educational Alliance now has four branches under Jewish auspices. It was organized in 1898 by the Council of Jewish Women and a group of prominent men. For many years it was located on lower Woodland Avenue, which was then the center of Jewish population. As the population moved east, the present branches were established gradually, following the trend of Jewish migration.

The Mt. Pleasant House at 13512 Kinsman Road contains the central offices of the Alliance, a gymnasium, auditorium, fourteen club rooms, a senior lounge and game room. The East 105th Street branch contains an assembly hall, a senior lounge, eleven club rooms and a game room. Clubs and classes of the East Fifty-Fifth Street Branch meet in the Woodland Avenue Branch of the Public Library.

The Council Educational Alliance offers wholesome leisure-time activities to children, young people and adults. As its name indicates, it lays stress upon educational activities, especially those that have appeal and significance for Jews. Lectures, forums and discussion groups are conducted in English and Yiddish.

A summer play school is conducted with the cooperation of the Council of Jewish Women and the Child Study Association of America. A summer camp at Painesville for children between eight and seventeen years, is named Camp Henry Baker, after Mr. Baker who was president of the Council Educational Alliance and a philanthropic leader. There is also a cooperative self-supporting Mothers' Camp at Painesville, with a capacity of thirty-five. Mothers' clubs and classes, a children's theater, dramatics for almost any age, classes in art, music, dancing, sewing, and homemaking are provided, as well as physical activities in the gymnasium.

As a result of requests for group work similar to those organized elsewhere in the city, an Extension Project was initiated in 1936. Activities similar to those described above are carried on in the homes of the members, in the district of Superior Avenue and East 123rd Street. This is known as "Extension Work."

A Vocational Guidance Department, financed by the Council of Jewish Women, was initiated in 1937.

A large number of volunteers are leading clubs and classes. An institute for leaders is held each year and is followed by regular monthly meetings.

The Alliance is a member of the Jewish Welfare Federation, supported for the most part by the Community Fund. Membership fees are not high and vary with the age-group and activity. The total attendance at all branches in 1937 was 237,685.

The Alliance provides recreation centers and informal education primarily for Jewish children. It cultivates neighborly relations and gives service and counsel to individuals. Through creative activity it helps to give an understanding of Jewish tradition and culture, and to build an appreciation of American democracy.

EAST END NEIGHBORHOOD HOUSE

"The House on the Hill"

2749 Woodhill Road

East End Neighborhood House was started in 1907 by the Emmanuel Episcopal Church, largely as a rival attraction to the old time saloons in the sixteenth ward, of which there were 199 at the time. It was first located in an empty store room at 2444 East 89th Street, in a neighborhood settled by Slovenians, Bohemians and Hungarians. Later it moved to a small house at 9410 Holton Avenue, which became headquarters for clubs and classes, a library and kindergarten.

From 1907 to 1910, it was supported by the Emmanuel Club and all workers were unpaid volunteers. The Emmanuel Club was incorporated in 1910 as the East End Neighborhood House Association and a vacant lot was purchased for a playground. Besides leadership in recreation, mothers' clubs, classes and kindergarten, the House staff gave much personal service of the Good Neighbor type. An early report (1913) tells of d i s t r e s s e d mothers coming for advice. Tony's mother anxiously reported, "Tony has hidden all his pay and is planning to go off with a gang out west in a freight car. Please, you come and talk to him." And another asked, "What can the children and I live on when my man drinks all his pay?"

Miss Hedwig Kosbab was head resident and director until her death in 1922. She served tirelessly and without pay during the difficult years when the purpose of the Settlement was not well understood and when financial support was hard to get. To perpetuate her name, the summer camp, operated by the Settlement from 1918 to 1936, was named Kosbab Glens.

In 1916 the use of the old Wamelink residence at 2749 Woodhill Road was made possible by the Rapid Transit Land Company, until such time as they might need the location as a part of their development. It was first used as a residence for workers, but later was enlarged and equipped as the center for all the Settlement activities.

Settlement Activities

Outstanding in the recent work has been the leadership developed in the mothers' clubs. Some of these clubs were organized for sewing and handcrafts, recreation and gardening; others for discussion of public affairs. The attendance of all the mothers' clubs in 1937 averaged over 500 a month. The leaders have organized a league of mothers' clubs, with representatives from all the Cleveland settlements, to compare plans and exchange ideas for more effective work in civic affairs.

Although handicapped by lack of auditorium, gymnasium and room for other sports for men and boys, and especially by lack of a summer camp, the Association undertakes to fill these needs by using other resources. It conducts hikes, week-end trips, and day camps during the summer, using available facilities in the Metropolitan Parks and camp sites shared with other settlements. In the winter some sports are arranged at the Public Bath House nearby. Other activities are arranged through cooperation with the public school and a neighboring church. The Settlement houses a branch of the Cleveland Public Library and a pre-school class for young children.

A community council, representative of all the wholesome neighborhood activities, has been organized, largely through the efforts of the head resident.

East End House is a member of the Welfare Federation of Cleveland and supported through the Community Fund.

FRIENDLY INN
3754 Woodland Avenue

Central Friendly Inn was started in a little rented store on Central Place in the Haymarket district (near the present location of Central and Broadway) in 1874. Nearby on "Whiskey Hill" were the worst tenements in Cleveland. Without proper sanitation, having no yards or play places, some of these buildings contained dark rooms with no outside lighting.

Into this district came the newly arrived immigrants, Italians, Slavs and Syrians predominating. They had the largest birth rate, the largest death rate, and the deepest poverty in the city. In this region also was the greatest number of saloons.

Forerunner of Cleveland Settlements

As a part of the temperance crusade, Friendly Inn was opened by a group of women to provide a reading room and safe meeting place for idle men and boys. An inexpensive restaurant was added later, as well as a kindergarten and playground for children.

A new building was erected in 1888 on the corner of Broadway and Central Avenue. On the front of the chapel were carved the words, "Not willing that any should perish". A boarding department of twenty rooms, furnished by the women of different churches, was opened to homeless men at low rates. Military drill was provided for a boys' brigade. Cooking and sewing classes were opened for the girls. Mothers' meetings were held once a week with different churches furnishing suppers.

The chapel and missionary department was the center of inspiration. The chapel was open for services every night. Outdoor temperance meetings were held.

The first community laundry was one of the many public services started in Central Friendly Inn at its early location.

Change in Neighborhood

In the course of time, business houses surrounded the location in the Haymarket and the old neighbors, prospering from wartime

industries, moved into better neighborhoods, leaving the vicinity of Friendly Inn. In 1924 Friendly Inn moved into the home of the Council Educational Alliance at 3754 Woodland Avenue when the latter moved farther east following the trend of Jewish population.

Freight cars were bringing loads of Negro workmen and their families into Cleveland from the South. Into the worn-out, run-down homes in the lower Woodland Avenue neighborhood moved the new-comers. When the depression struck Cleveland in 1930, this neighborhood was among the first to suffer from unemployment.

Leisure Time Activities

Friendly Inn found its hands full providing for the new and unasked leisure time brought by unemployment. Activities for the whole family were offered: clubs and classes in music, art, dramatics, shoe craft, catering, barber craft, swimming and other athletics. Discussion groups were formed to debate questions of interest. A branch of the Public Library was kept open for the use of the neighborhood. A summer camp offered opportunities for nature study, sports and group activities.

Management and Support

Fourteen staff members and resident volunteers live at the Settlement. The Board of Managers is composed of eighteen women and three men appointed by members of the Women's Philanthropic Union, the successor to the Women's Christian Temperance Union.

Support for Friendly Inn comes from the Community Fund through the Welfare Federation, and from the Women's Philanthropic Union, which is a cooperating member of the Welfare Federation.

During 1937 attendance at 90 clubs and classes numbered 61,181; at game and reading room 42,600; at playground and camp 36,700. Registered members included 1,176 under 17 years of age and 267 over 17. Nationalities represented were:

Negro	77.2%
Italian	19.7%
Polish	1.2%
Russian	.8%
All others	1.1%

GOODRICH HOUSE

1420 East 31st Street

Goodrich House is one of Cleveland's oldest social settlements. It was first located at the corner of St. Clair Avenue and East 6th Street, but during the years 1912-17 followed the trend of population away from this business center to its present location on East 31st Street.

Early History

In December 1896, the first meeting was called to organize Goodrich House. The city was then a hundred years old. The Ladies' Aid Society of Old Stone Church on the Public Square was doing considerable parish work among the poor. It was called the Goodrich Society after Dr. William H. Goodrich, who had been pastor of the church for twenty-five years. Besides the parish visitor and a nurse, a boys' club was organized in 1892; and later a kindergarten and sewing club for girls. The last two were supported by Mrs. Samuel Mather.

With the intention of supplementing this parish work, Mrs. Mather decided in 1896 to build a "Christian Social Settlement." A large and handsome Gothic building was erected at St. Clair Avenue and East 6th Street where a garage now stands. This first home of Goodrich House was opened in May 1897, with Mr. Starr Cadwallader as the first head worker. He was a graduate of Union Theological Seminary and had worked at the Union Settlement in New York. Associated with him as residents and part-time workers were many persons who have become famous in Cleveland history, among them Hon. Newton D. Baker, who later became Secretary of War under President Wilson.

During the early years Goodrich House and its summer camp were financed by Mrs.

Mather. She died in 1909. By that time plans had already been made for moving Goodrich House further east to be closer to the homes of the people who might use the Settlement.

The new center was opened in 1914 at East 31st Street and Sonora Court. Its buildings were less pretentious than the first Goodrich House but more like other houses of the neighborhood.

Present-Day Activities

Goodrich House community may be said to extend from the Public Square east to 79th Street and from Euclid Avenue to the lake. Two-thirds of the membership come from a radius of approximately one-half mile. Since 1935 the Settlement has had a branch at East 82nd Street and Sowinski Avenue, in a community of Polish descent. Many activities are conducted at the Sowinski School Recreation Center by a worker employed by Goodrich House. Evening clubs meet in the East 79th Street Library with the friendly help of Goodrich House staff. The Settlement serves people of twenty-six nationalities, the greatest number being Polish and Jugoslavic.

Among the 92 clubs and classes which met each month in 1937, the dramatics groups were especially popular. Three groups, junior, intermediate and senior, put on several plays a year, making their own costumes and scenery. A woodworking shop gives opportunity for toy-making for boys and cabinet-making for men. Classes in music, cooking, sewing, stenography and business English are open to people of all ages. The gymnasium makes many games and sports available. Goodrich Farm on Northfield Road is open to neighborhood people during the summer and for week-ends in the winter.

In 1937 the records of Goodrich House showed 1328 members enrolled, and a total attendance of 127,763. As a member of the Welfare Federation, Goodrich House receives support from the Community Fund.

HIRAM HOUSE

2723 Orange Avenue

Hiram House, which is named for Hiram College, was founded by Mr. George A. Bellamy. It was the first social settlement in Cleveland and has been continuously under the leadership of its founder who is widely known among social settlement leaders of the world.

Facilities and Services

Hiram House is not just a building. It is an organization controlling seven buildings and a playground on Orange Avenue near Woodland Avenue and East 27th Street, besides two camping areas in the suburbs. It is not so much land and buildings as it is a spirit of helpfulness and an influence that makes for wholesome, happy living experiences. It has a staff of 71 men and women workers and almost a hundred volunteer leaders. Hiram House has some 6000 or more members who belong to 118 clubs and 100 classes, and who use its playgrounds, gymnasium, theater and camps.

The central offices are in a four-story brick building used also for meeting places and as a residence for some of the workers. In the rear is a playground which extends through to Woodland Avenue. Next to the main building is a frame house used as a residence for workers, in the rear of which is the cottage theater. Another frame dwelling on Orange Avenue is used for club meetings. Next to it is the gymnasium building, behind which is a cottage for workshop and crafts. Next to the gymnasium is the model cottage for practice work in housekeeping and homemaking classes.

Hiram House wants to give to every one of its neighbors, who is interested to join its clubs and use its facilities, a chance to acquire habits of self-support, to develop his talents, and to grow in the enjoyment of wholesome recreation and comradeship, that he may be happier himself and more useful in the community. By wholesome living in the midst of wholesome conditions, Hiram

House tries to furnish opportunity for the practice of good citizenship and to create an understanding of American institutions. It encourages the use of all educational and recreational opportunities offered by the schools and city departments of government. By substituting tolerance and neighborly understanding, it seeks to overcome harmful race antagonisms. By offering many activities for work, play and responsibility, its influence opposes delinquency, crime and unemployment.

Paul Revere Neighborhood Projects

For ten years a cooperative program has been carried on jointly by Hiram House and the Paul Revere Public School and has been extended gradually to include Nathan Hale Junior High and John Adams Senior High Schools. The purpose of the project is to study the child's growth from the pre-school age to adulthood and to unite the forces that assist in his development. The Hiram House plan is to link the school, which has the child six hours a day, to the leisure-time program for out-of-school hours, and to offer cooperation to the home and family which care for him the rest of his day. A year-round program has been provided by a staff which works closely with the teachers. Hiram House employs a full-time director who has an office at the Paul Revere School. Part of the staff live in the neighborhood. Activities include a supervised summer playground, creative hand work, original plays and exhibits of many kinds, and neighborhood work among the families to interpret the needs of the children as regards sleep, food and out-of-school activity. Such an all-round program is designed to gather material which will promote the science of child growth, and to supplement the schools with activities that encourage the fuller development of the child.

Progress City

Progress City represents an attempt to train children in citizenship through the actual handling of a play city in the Hiram House building, on the playground and in the park across the street. Any child in the neighborhood may become a citizen, which means that he carries on a trade (a club or a class) for which he is paid in Progress City money; and that he has the rights and privileges of a citizen in the election of officials who make and administer the laws. A City Council is elected to make the laws, such as no fighting, swearing, or bribing. The Council selects and hires the Mayor, determines the salaries of officials, and fixes the hourly wage for trade workers, based on the grade of work.

The City Judge, elected by the citizens, conducts court and imposes sentence on law breakers who have been arrested by Progress City policemen. These police officers are in charge of order and discipline. The Assembly or Town Meeting is in daily session. A bank is organized with commercial and savings departments. Taxes are paid by each citizen. A newspaper employs boys and girls to act as reporters. The paper is printed weekly by the boys in Hiram House Print Shop. A store with clothing, dishes, toys, and food is equipped with clerks who sell to customers buying with Progress City money. Progress City teaches the functions of government through experience.

Camping

Hiram House has had a summer camp since 1897. The present camp, purchased in 1907, is located 13 miles southeast of Cleveland at S.O.M. Center Road and Harvard Road, on 52 acres of heavily wooded ravines. The main building contains playroom, diningroom, kitchen, dormitories and dispensary. Five other buildings provide sleeping space for campers and staff. A woodcraft building, log cabin, wash house, and pond for swimming complete the facilities. Hiram House also has a 100 acre camp one mile south of Chagrin Falls, which is used in connection with the Paul Revere projects.

Early History

Hiram House is named for Hiram College, at Hiram, Ohio. Young men in the student

Y. M. C. A. in 1895-96 became enthusiastic about the settlements that had been started in London and in certain American cities. They sent a committee from Hiram to Cleveland to investigate the needs and possibilities for establishing a settlement there. The leading spirit in the group was Mr. George A. Bellamy.

Immediately upon graduation from college in 1896, Mr. Bellamy set about organizing a settlement. The first two years were a period of struggle to raise funds. Two houses on Orange Street in a thickly populated neighborhood were leased and eight young men and women moved in. Gradually the support of prominent men in Cleveland was gained and in 1899 Hiram House was incorporated "for the purpose of providing a place and facilities for social, physical, civic, educational and moral instruction and improvement."*

In 1900 the building on Orange Street was occupied and is still the headquarters of the Settlement. Land for a playground was purchased and equipped by Mr. and Mrs. Samuel Mather. Additional gifts made a summer camp possible as early as 1897, when country camps for summer use were still new to Cleveland.

Changing Neighborhood Needs

The neighborhood was settled largely by Russian Jews when Hiram House was founded. Debating clubs were especially popular. Classes in sewing, cooking and handwork were organized for girls and women. A cottage next to the main building was equipped as a model housekeeping center for practice work, under the direction of a home economist. As the Jewish population moved further east, new national groups succeeded them, which somewhat changed the nature and kinds of clubs and classes.

Paving the Way for City Services

As the pioneer social settlement in northern Ohio, Hiram House pointed the way to many activities which are now maintained and supported without question as a necessary part of the government's responsibility. The movement to secure public bath houses was started at Hiram House and the first public bath house was built by the city of Cleveland in 1903 in the Hiram House neighborhood. A kindergarten was organized at Hiram House and was later transferred to one of the public schools. A day nursery for the children of working mothers was provided, along with an office for the distribution of pure milk, activities which were taken over later by organizations for that purpose. A resident physician was employed by Hiram House for a time. He was succeeded by a physician employed by the city, whose office and dispensary were at Hiram House. There, too, was established a branch office of the Visiting Nurse Association. The Cleveland Public Library opened a branch at Hiram House.

Throughout forty-two years Hiram House has remained continuously under the leadership of Mr. Bellamy, who in 1938 was selected by the Jewish Welfare Federation to receive the Einsenman medal and award for distinguished social service.

Hiram House is a member of the Cleveland Welfare Federation and receives partial support from the Community Fund.

*From the Articles of Incorporation filed with the Secretary of State, May 1, 1899.

MERRICK HOUSE
2531 West 11th Street

Merrick House is a social settlement, organized in 1919 by the National Catholic War Council, and since continued as a Community Fund Agency. Its settlement activities and day nursery are available to people of all religions. It is a member of the Welfare Federation, Cleveland Settlement Union and the Cleveland Federation of Day Nurseries.

Most of Cleveland's settlements are located in densely populated neighborhoods where there are many foreign-born persons, or children of the foreign-born. Merrick House serves a neighborhood of 56,000 peo-

ple living within a radius of one-half mile and representing the following nationality groups: Polish, Ukrainian, Russian, and Slovak; Greek, Syrian and Italian. The area is 60% Roman Catholic but includes an unusual variety of other religions, including Greek, Russian and Syrian Orthodox; Evangelical, Lutheran, Slovak, Polish and Ukrainian Independent; Russian and Ukrainian Greek Catholic, and a few others.

Through encouraging play, general good times and such cultural activities as music, dramatics, drawing, etching, woodcarving, metalcraft, sculpture and pottery, Merrick House provides recreation and leisure time opportunities of interest to all young people. By working and playing together the boys and girls find they have common interests which help them to forget the antagonisms between the nationalities that existed in the Old Country and are not appropriate to life in America.

Many volunteer leaders make possible a program of clubs and classes carried on within the Settlement house and in neighboring centers, such as Heights Maennerchor Hall, Tremont School, Lincoln Bathhouse and playgrounds. The Merrick House Cabin in Cleveland Metropolitan Park at Hinckley Lake is used for outings and over-night trips.

During the year 1937, an average of 85 clubs and classes met each month. The Settlement records show an enrollment of 1772 members for the year and a total attendance for all events of 123,427 persons.

PLAYHOUSE SETTLEMENT OF THE NEIGHBORHOOD ASSOCIATION

2239 East 38th Street

The Playhouse Settlement of the Neighborhood Association was founded in 1915, due largely to the interest of the Men's Club of The Second Presbyterian Church (now the Church of the Covenant). It was incorporated in 1919 at which time it was made a member of the Welfare Federation, and the Community Fund became responsible for its main support. It has been continuously under the leadership of Mr. and Mrs. Russell W. Jelliffe who serve as director and associate director.

The purpose of the Settlement has been stated as follows: "To enable our neighborhood peoples, through recreational and educational facilities provided, to establish for themselves higher motives and standards of living. To weld its various peoples into a community, friendly and cooperative in its spirit and life."

The neighborhood is largely American Negro. The Settlement is nationally famous for its Karamu Theater and Gilpin Players. Karamu is a word of African origin meaning "place of feasting and entertainment." The theater gives opportunity for originality and social experience not only in dramatic performances but in making and designing costumes, preparing and painting scenery, lighting and music. Marionette plays are also studied and produced. A children's theater produces plays regularly during the fall and winter season. From this experience children who have shown special dramatic ability and sustained interest may be elected upon application to the Gilpin Players.

The Settlement owns and occupies five frame buildings, besides renting two large rooms in addition. Two houses which furnish space for offices and club rooms face East 38th Street. Three buildings facing Central Avenue accommodate the studio, metal craft, print shops and Karamu Theater, sewing, cooking classrooms and other club rooms. Bokari, meaning market place, is the name of the little store at which articles made in the arts and craft studio are sold.

Grant Park city playground adjoins the Settlement, furnishing opportunity for year-round supervised play. The Settlement owns five buildings for camping in the Metropolitan Park at Brecksville: a recreation hall, administrative building, dining room and kitchen, and two residences for those on the staff who do not live in tents with the campers.

Approximately one hundred clubs and classes are conducted yearly with a total attendance of 200,000 children and adults. In 1938, the Settlement registered 2000 members.

Clubs for adult groups, organized separately for men and women, have led to increased neighborhood interest in public affairs. The Men's Club conducts a weekly Forum to which are invited speakers of prominence in city and national life. The Mothers' Clubs, among other interests, conduct yearly educational trips to points of interest which they have previously studied, such as Niagara Falls with its natural history and scenic beauty, or metropolitan centers like Chicago for studying housing conditions and activities of women's clubs in other social settlements like Hull House, and Chicago Commons.

The Settlement is famed not only for its dramatics, art work and dancing, but for the good feeling and understanding which it helps to create between Negro and White people. The Board of Trustees is a mixed group representing both races. Both Negroes and Whites are employed on the Settlement staff, selected because of their training, skill and personality. The example they set of fine friendship; the way they trust and respect each other, help to make club members feel the same way toward each other.

Significant contributions have been made by the Gilpin Players and the African Art Sponsors to the Collection of Primitive Arts of the Museum of Natural History and the Museum of Art.

THE UNIVERSITY SETTLEMENT

7067 Broadway

The University Settlement operates in the southeastern part of Cleveland in a district predominately Polish, with some Slovenians and a small representation of other nationalities. Its center is located at East 71st Street and Broadway. Previous to 1927 when the Settlement was started as the University Neighborhood Center, the locality had few opportunities for recreation. When first opened, the Settlement was affiliated with the School of Applied Social Sciences of Western Reserve University and was under the control of the faculty and committee on group work.

Instead of putting up an elaborate building, it was decided to use all of the available resources of the neighborhood. Therefore, small inconspicuous quarters were rented. Soon, neighborhood facilities were put to use and activities were conducted in parish centers, nationality homes, schools and lodges. The Settlement furnished trained leadership, recruited and trained volunteers, and the community provided buildings, equipment and some volunteers.

The places which furnish centers are called cooperating organizations and now include the following:

St. Stanislaus Parish, East 65th Street and Forman Avenue. (Largest Polish parish in the United States).

St. Lawrence Parish, 3530 East 81st Street (Slovenian).

Albert Bushnell Hart Junior High School, 7351 Broadway. (Location of the community theater).

Holy Name Parish, 8328 Broadway.

Sokol Polski, 7146 Broadway.

Management and Staff

From the beginning people within the neighborhood were active in formulating the program and policies of the Settlement. Neighborhood priests, public school principals, councilmen, business men, representatives from the clubs, formed an advisory committee and developed the work of the Settlement, attempting to shape the program to meet the needs of the neighborhood. At the end of a ten year period, members from this advisory committee and from the committee on group work at the School of Applied Social Sciences became the Board of Directors. This same year (1936) the name was changed to the University Settlement and the agency was admitted as a financially participating member of the Welfare Federation of Cleveland and consequently to the support of the Community Fund.

The Settlement activities are lead by (1) executive staff, most of whom are members of the faculty of the School of Applied Social Sciences, (2) junior staff, who are graduate group work students at the University, giving twenty-four to thirty hours of service per week at the Settlement, and (3) volunteer staff. Practically all the volunteers live in the immediate neighborhood.

During the summer, leaders from city playgrounds in the district use the Settlement as headquarters for neighborhood activities, such as dramatics, music and dancing. The Settlement runs its own playground on Clayton Court. It has recently built a day camp at Brecksville in the Metropolitan Park, with plans for increasing its facilities to allow a full-time summer camp.

Purpose

The purpose of the Settlement, as stated by the director, is as follows:

1. To develop neighborhood resources and leadership.
2. To provide recreational-educational programs for children and adults.
3. To cooperate with other social agencies in neighborhood planning.
4. To train students for leadership in group work.

WEST SIDE COMMUNITY HOUSE
3000 Bridge Avenue

The West Side Community House occupies a large five-story brick building and two frame houses. The brick building serves as a Home for Deaconesses and other workers of the Methodist Episcopal Church, a Day Nursery for neighborhood children, and a Settlement House with activities of various kinds.

Facilities and Departments of Work

The brick building contains 91 rooms. On the first floor are the offices, space for school-age nursery children, rooms used for a city Health Center in the mornings and for boys' games and clubs in the afternoons and evenings, a kitchen and dining room for the staff. On the second floor is the Play School, rooms for the Girls' Department, the pre-school Nursery and a sleeping porch. The third and fourth floors are living and sleeping rooms for staff workers. In the basement are gymnasium, showers, manual training room, boys' club rooms, laundries, and so on.

The house at 3010 Bridge Avenue is used for music and Americanization departments. The second floor is occupied by the boys' workers.

The second house, at 3008 Bridge Avenue, contains girls' club rooms and weaving rooms.

Early History

In 1890 the first Deaconess Home was opened under a Board of Control representing Methodist churches of Cleveland. Two years later the Home was placed under the care of the Women's Home Missionary Society. In 1898 the Y. W. C. A. and the Board of the Deaconess Home united in establishing a Travelers' Aid at the Union Depot. Four deaconesses from this Home graduated from Nurses' Training in 1896 and began the first district nursing in Cleveland. In that same year, a property three miles south of Painesville was deeded to the Deaconess Home for the Epworth Fresh Air Camp, which was used for tired mothers and their children. Two years later another property was deeded in the same way and has been used as a Children's Camp. This camp is now directed by Epworth Leagues of the city.

The West Side Community House is an outgrowth of the Deaconess Home. Its present site was purchased in 1908, but the building now in use was not erected and ready for occupancy until 1922.

Membership and Present Activities

The West Side Community House is a member of the Welfare Federation and receives the major part of its support from the Community Fund. In 1937 there were 137 children enrolled in its day nursery. Settlement activities serve a neighborhood

which is predominantly of Hungarian descent, but includes those from many other countries. Neighborhood people to the number of 1938 are enrolled as members. Home calls and visits to neighborhood families supplement the service to those who come to the Community House to use its facilities.

WOODLAND CENTER NEIGHBORHOOD HOUSE

Woodland Avenue and East 46th Street

Woodland Center is a neighborhood house under the auspices of the Board of National Missions of the Presbyterian Church. It is controlled by an operating committee of fifteen members appointed by the Church Extension Committee of the Cleveland Presbytery, and is a cooperating member of the Cleveland Welfare Federation. The director is a Christian minister. Both Negro and White races are represented on the operating committee. The employed staff is fifty-fifty, Negro and White. One of the purposes of the Neighborhood House is to improve relations between white and colored races.

Recreation and Physical Training

A large auditorium seating 500 people is used for mass recreation. Programs, plays, musicals and movies are given. An out-door playground and a gymnasium are used for athletics. Frequent parties in winter and picnics in the summer are given for all organized groups.

Educational Classes

A play school for children not old enough for public kindergarten is held in the mornings. A school of adult education meets in the evenings. A school of music is conducted under trained leaders. There are many clubs with educational features, such as the Press Club which publishes a House paper, the Charm Club for personal hygiene, dramatic groups stressing plays by Negro writers, mothers' clubs, men's forum, and so on.

Church and Religious Program

Friendship clubs, a Week-Day School of Religion, a Daily Vacation Bible School, a Ministers' Association, a Women's Bible Class, religious music and much personal service carry out the religious purpose which led to the establishment of the Woodland Center. It is a religious institution of a non-sectarian character in the sense that it seeks to put into daily practice the Christian principles of the New Testament.

CLEVELAND SETTLEMENT UNION

The executives of twelve social settlements in Cleveland banded together in 1915, taking the name, "Settlement Union." Their monthly meetings aim to promote common purposes and to discuss common problems. The Settlement Union is now a cooperating member of the Welfare Federation.

The staff workers of the Cleveland settlements also meet together monthly. By talking over their problems together, each one hearing the achievements of the others, they gain new ideas for clubs and activities in their own areas.

The activities of the settlements vary with neighborhood needs. As the population in a neighborhood changes, interests also change. A settlement worker must be ever on his toes, adapting his work to keep up with the new needs.

The following table shows the effect of changes in population upon attendance at clubs and classes in different settlements:

Table Showing Effect of Neighborhood Changes Upon Attendance at Settlement Clubs and Classes

	1928	*1937*
Alta House	29,022	55,258
Collinwood Center Branch	7,012	12,633
East End Neighborhood House	34,512	46,577
Friendly Inn	44,593	65,140
Goodrich House	57,656	54,821
Hiram House	141,765	112,176
Merrick House	46,521	57,280
West Side Community House	41,402	36,167
Playhouse Settlement	45,233	94,650
Council Educational Alliance	55,367	159,793
University Settlement		20,819
Music School Settlement	9,913	8,236

NEGRO WELFARE ASSOCIATION

8311 Quincy Avenue

The Negro Welfare Association was organized in 1917 for the promotion of the industrial, economic and social welfare of the colored people of Cleveland. It is the Cleveland branch of the National Urban League. It is a member of the Welfare Federation and is supported in main by the Community Fund.

The Negro Welfare Association seeks to serve a population of approximately 80,000 colored people in Cleveland: first, as a center to promote opportunities for employment; second, to promote better industrial relations; third, to offer vocational and occupational guidance to youth of high school age; and fourth, to organize and maintain community councils for the social welfare of people in the colored neighborhoods.

It is a center of information about the economic and social life of the colored people. It is an employment center which supplements the work of the State Employment Service in the following ways: it opens up new opportunities for negro workers; it helps adjust difficulties and improve relations between employers and colored employees, and between the colored and their fellow employees; it works for better relations between tenants and landlords, urging proper upkeep of property by both; it conducts classes to train applicants for civil service and various other suitable occupations.

In recent years the Association has promoted the organization of community councils for the discussion of social and civic affairs. These groups serve as a needed outlet for neighborhood interests and for a more intelligent understanding of the problems of the colored race. Social clubs for both men and women have been organized at five centers in colored neighborhoods. Recreational activities of interest to the members according to age groups are led by workers who have been trained by the Works Progress Administration.

About twenty-five classes in adult education are conducted both day and evening by the Association. Subjects of wide interest are taught, including music, art, handcraft, sewing, English, history, civics and dramatics.

CITIZENS BUREAU

Marshall Building, 11 Public Square

The Citizens Bureau is included in this chapter with the social settlements because it is interested in the same people, those who may become self-respecting and valuable citizens if they are given a helping hand in their time of perplexity and uncertainty.

The Citizens Bureau was organized during the World War as the Americanization Bureau. It is designed to advise and assist persons born in other lands who wish to become naturalized citizens; or who need information or legal advice regarding immigration laws; or who because of strange laws or customs may want other assistance in adjusting to life in Cleveland.

It is said that approximately 65% of the population of greater Cleveland is either foreign born or children of foreign parents. Many thousands of voting age are not yet citizens. These people are not accepted for most government benefits, such as forms of Social Security. They are shut out from certain kinds of employment. They may wish to become naturalized but they do not know how or cannot afford to hire a lawyer to help them secure naturalization papers. Very likely they do not know how to prepare for the examination that they must pass concerning the government of the United States.

The Citizens Bureau is a member of the Welfare Federation and receives support the Community Fund, in order that it may help foreign born residents of Cleveland to become well adjusted citizens. The Bureau makes a modest charge for services to those who can afford to pay. During the year 1937, 1121 persons applied for their first papers to become American citizens, and 1718 made

applications for second papers. Classes are conducted in the Citizens Bureau and in various branches of the Public Library, where thousands are taught the fundamentals of American citizenship. These classes are supported by the nominal fees which are charged those able to pay. In 1937 there were 1667 persons in approximately 200 classes.

While the public schools offer educational opportunities, through evening classes for adults who wish to become citizens, the Citizens Bureau offers social work and legal service in addition to educational work. It tracks down lost entrance papers (permits to enter the country). It works to unite families that had been separated when the father came to this country to secure a foothold and later sent for his family. It befriends the foreign born workman in misunderstandings regarding employment. On the Fourth of July the Bureau gives a large outing for all who have become American citizens during the past year. Over six thousand persons attend this outing each year, and it is an experience they never forget.

It is hoped that the immigrant will retain such customs, traditions and culture of his native land as enrich his personality and his family life, but in asking to be admitted to American citizenship it is expected that he will accept the basic principles of our government.

The following story is an example of the service of the Citizens Bureau.

Maria lived with her 7-year-old son, Juan, in Havana, Cuba, where she was left a widow by the death of her husband. A few years later Maria became an American citizen, by her marriage to a citizen of the United States. This marriage did not affect the status of Juan, who was still considered a Cuban. When the family decided to move to the United States, the American Consul in Havana refused to issue an entry visa (permission to enter) to the boy, on the grounds that he might become dependent on public charity.

Since Maria thought the delay would be only temporary, she and her husband came to the United States and left Juan with friends. For a number of years, Maria tried in vain to bring her son to her. In spite of several sworn statements in evidence of her ability to support him, the American Consul appeared unwilling to change his decision. In her discouragement, Maria appealed to the Citizens Bureau.

The Bureau pointed out in a communication to the Consul that since money for several years had been sent regularly to Cuba for the support of Juan, this was in itself sufficient evidence that the boy would not become an object of charity in America. The Bureau pointed out that Maria was in effect maintaining two homes, one for her husband and herself, and one for her son in far away Havana.

Soon after the dispatch of this letter, good news reached Cleveland from Havana. The letter had been effective and Juan was granted a visa. He was permitted to come to Cleveland and join his anxiously awaiting mother. Upon Juan's arrival in the United States, he became an American citizen like his mother.

Chapter 15

Youth Organizations With National Affiliations

Youth Organizations are helping build a democratic society, a type of citizenship that gives as well as receives, that accepts the responsibilities as well as the opportunities of democracy.

Organizations such as the Y's, the Scouts and the Camp Fire Girls have this in common, that they furnish opportunities for worthwhile, interesting and varied group activities. They appeal to those who love adventure and are not afraid to try new experiences; to those who love the out-of-doors; and to those who enjoy hobbies in which they may increase their skill, as in handcrafts or dramatics. The members of these organizations are living useful, creative and happy lives. They are accepting the responsibilities as well as the opportunities of citizenship.

Each of these organizations in Cleveland is directed by paid professional workers who have studied and prepared themselves for organizing group activities and for training volunteer leaders. The men and women who volunteer to lead groups are chosen because they are persons of vision and ability, with a particular interest in boys and girls. The volunteer leaders are unpaid workers who enjoy sports and good times, appreciate the confidences and friendships of youth, and share with them the pleasure of doing a good turn for others. By dramatizing, not preaching, these leaders are trying to find ways in which to develop character and vision, self-reliance and courage among young people.

The organizations described in this chapter, with the exception of the 4-H Clubs, are members of the Welfare Federation. They are supported by the fees of members, by gifts and by the Community Fund. The National Youth Administration (NYA), described on pages 28-30, is not included here. It is primarily a work-relief program supported by public funds to give young people employment according to their abilities.

YOUNG MEN'S CHRISTIAN ASSOCIATION

In a pleasure mad world the "Y" is seen
Manly, and honest, and strong and clean.
—Edgar A. Guest

Central Headquarters, 2200 Prospect Avenue

Y. M. C. A. Branches

1. Boys Home Branch, 2307 Prospect Avenue.
2. Broadway Branch, 8303 Broadway Avenue.
3. Brooklyn-Parma Branch, 4145 Pearl Road.
4. Camp Branch, office at 2200 Prospect Avenue.
5. Cedar Branch, 7615 Cedar Avenue.
6. Central Branch, 2200 Prospect Avenue.
7. Downtown Boys' Y, 2200 Prospect Avenue.
8. East Cleveland Branch, 14732 Euclid Avenue.
9. Fenn College, East 24th Street and Euclid Avenue.
10. Lakewood Branch, 1390 Belle Avenue.
11. New York Central Railroad Branch, 615 East 152nd Street.
12. North-East Branch, 14916 Aspinwall Avenue.
13. Student Branch, on Case and Reserve Campuses.
14. University Circle Branch, 2055 East 105th Street.
15. West Side Branch, 3200 Franklin Avenue.
16. West Park Branch, Lorain and West 152nd Street.

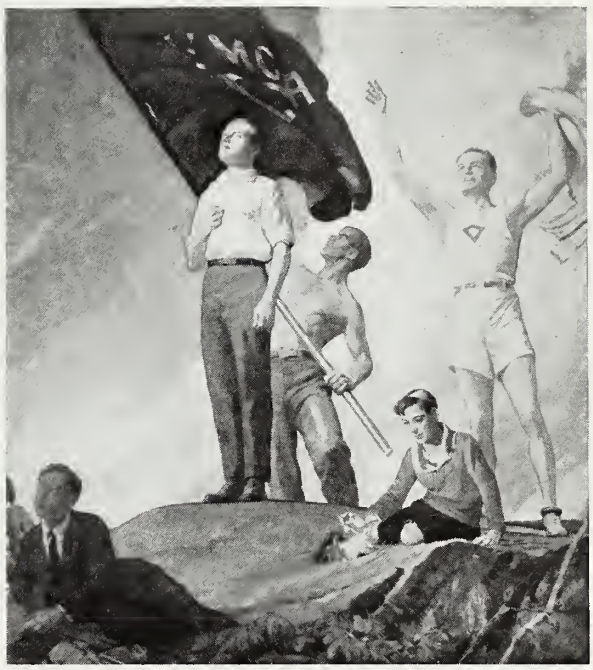
"Gymnasiums taxed to capacity. . . pools overflowing with laughing boys and young men. . . game and hobby rooms a constant whirl of activity. . . an atmosphere of friendly helpfulness everywhere." That is a recently published word-picture of the Y. M. C. A. and of its sixteen branches in Greater Cleveland.

It is an organization designed to meet the needs and interests of youth. The total membership is approximately 35,000, a number equal to the population of a city as large as Mansfield, Ohio. There were 15,000 boy members under 18 in 1937.

VISION

by

William J. Edmondson



Courtesy of Cleveland Y. M. C. A.

In the large cities of America today there are numbers of boys who have extra time on their hands and need an outlet for their energies and a place to go for companionship. The "Y", as all the boys call it, gives them the place to go and the something to do that is well worth while and fun in the doing. There is variety enough to suit the tastes of everyone and behind it all, just waiting to be used, is the interest and understanding friendship of older men—the secretaries and volunteer leaders who always have something new or better or different to suggest.

If a boy wants to join, all he has to do is to go to the nearest branch and tell the secretary. He is asked if he can pay a membership fee which may vary from five to twenty-five cents a month. However, no boy need stay away for lack of money because by special arrangement provisions for all boys can be made. When his fee is arranged, the secretary gives him a membership card and suggests that he take a physical examination, before he goes to the gym or the pool. With 1750 different clubs, groups and teams to choose from, there is plenty to do. As he looks about, the boy usually sees a ping-pong or other game going on, and perhaps boys reading. He is told about hikes and clubs.

During the summer he may be one of over 1500 boys who attend the Centerville Mills Camp at Chagrin Falls. During the school year he may join one of the 105 Hi-Y Clubs which are active in 20 Greater Cleveland high schools.

Hi-Y Clubs

When joining a Hi-Y Club there is an interesting induction (initiation) ceremony with candles and an impressive ritual led by the boys. Sometime during the year there is usually a fathers' and sons' banquet. Meetings may have programs with speakers or take the form of a discussion by members on their social problems, relations to their parents, girl-friends, teachers, standards of honesty, and whatever else seems to them important. Hi-Y boys in each school arrange their own program by themselves and for themselves.

Boys Make Their Own Decisions

Years ago the Board and the staff of the Y thought they knew what members wanted,

decided what they should have, and gave it to them. In keeping with the changing times, the aim today is to help boys and young men find out for themselves what is best for them. The Y is tied to no one church or creed or system of economics. Its program is flexible and changes because of its desire to suit its services to each day and generation.

Early History

The first Young Men's Christian Association was organized in London, England, in 1844. Ten years later when the population of Cleveland was only 30,000 and its streets were lighted with gas lamps, the Y. M. C. A. was organized at a meeting held in the First Baptist Church. The early Constitution stated: "Our objects are no less than the prevention of ruin, physical and spiritual, which overtakes so large a proportion of the multitude of young men constantly arriving in our city". The early program centered around weekly prayer meetings, lectures, a mission Sunday School and a circulating library.

The Cleveland Association was one of the first in the United States. It furnished the first club rooms for young men under religious but non-denominational auspices. Disbanded during the Civil War, it was reorganized and expanded in 1867. To help the young men moving into Cleveland in search of work, it organized an employment service and a boarding house committee to help them find suitable homes. Its educational program was begun with free evening classes in singing, French and German.

In 1870 one of the leaders organized the first Association for railroad men established anywhere in the world. That year a large residence on the Public Square where the Society for Savings now stands was purchased and fitted up as headquarters. The rear of the building was equipped as a "Newsboys and Bootblacks Home". Boys having no home or place to sleep were taken in free. Others were charged 7c a night except on Sundays when they received supper and lodging free to make it unnecessary for them to work that day. Night schools and some religious instruction were provided.

In 1900 the Y. M. C. A. opened the first equipped and supervised playground in Cleveland. In the same year, the Boys' Work Committee was first set up. In 1901 the Social Service Club was organized, a group which furnished inspired leadership for such movements as the first free public bath houses, the Legal Aid Society, Juvenile Court, the Men's City Club, the Workingmen's Collateral Association, and the reorganized Associated Charities.

In 1910 a whirlwind campaign for building funds set a world's record for the amount raised. That year the first Boy Scout troops in Cleveland were organized at the West Side Branch. In West High School in 1913 the first Hi-Y club west of the Alleghenies was founded. The East End branch held the first "Find Yourself" campaign for high school boys.

Fenn College

In 1921 the Educational Department became the Cleveland School of Technology of the Y. M. C. A. In 1926, starting with a gift of $100,000, from Mr. S. P. Fenn, who was president of the Y. M. C. A. for twenty-five years, money was raised for the first buildings of Fenn College.

Located on Prospect Avenue in buildings near the Central Headquarters for eleven years, Fenn College was moved in 1938 to the skyscraper building at East 24th Street and Euclid Avenue, erected originally for the Town and Country Club. In the remodeled building the college exceeded all previous enrollments, registering over 2000 students in the fall of 1938. Besides day-time classes for full-time students, many evening classes are conducted for part-time students employed during the day.

YOUNG WOMEN'S CHRISTIAN ASSOCIATION

Central Building, 1710 Prospect Avenue

Y. W. C. A. Branches

Brooklyn Branch, 4145 Pearl Road.
East Side Branch, 1825 Wymore Avenue, East Cleveland.
International Institute, 1620 Prospect Avenue.
Lakewood Branch, 14520 Detroit Avenue.
Northeast Branch, 833 East 152nd Street.
West Side Branch, 3117 Franklin Avenue.
Sports Center, 2717 Euclid Avenue.
Mary Eells Camp, Madison, Ohio.

The Y. W. C. A. is an idea as much as it is an organization. It is to help girls and women to grow into fine personalities and to make a better society. It seeks a Christian way of living. It believes that enrichment of life comes from associating with many kinds of people. It aims to include women and girls from all classes, creeds, races and nationalities found in the community, that they may work together in the development of persons and of society.*

Membership

There are three kinds of members: (1) electors, those members 18 years or over, who are willing to assume responsibility for directing its policies and realizing its purpose; (2) associate members, also 18 years or over, who wish to lend their support without giving service (both electors and associate members have the same annual fee of $1.00) and (3) junior members who are under 18, such as the Girl Reserves.

Early History

The Y. W. C. A. was started in England in 1855 and reached New York in 1858. The Cleveland Association was organized in 1868 by women active in the Protestant churches. It was the fifth in the United States. Its object was the "spiritual, moral and temporal welfare of women, especially young women dependent upon their own exertions for their support". Its first work was in visiting the sick in hospitals and the city infirmary, in making garments for the poor, and house-to-house visits to instruct women in the care of the home.

In 1869 the first boarding home for young women was established. In the same year a home for unmarried mothers was opened by the Association. It was called "The Retreat for Fallen Women". In 1924 an independent Board of Trustees took it over and conducted it until 1936 when it was closed.

Two other institutions were organized by the Cleveland Y. W. C. A., the Home for Aged Women and the Eliza Jennings Home for Incurable Invalids. Both were later turned over to independent management.

As increasing numbers of girls and women entered business and industry, the attention of the Association was turned toward developing educational opportunities and recreation for their leisure time.

Purpose Today

The 1937 annual report stated: "Old needs remain—like the need for shelter, health and friends. The Y. W. C. A. must ever be a friendly place, and offer shelter and opportunities to keep physically fit. But new needs are appearing. The perfecting of the industrial machine is forcing workers to find satisfactions outside their jobs in their extra leisure. Character through leisure must be the Y. W. C. A.'s first concern. Its program keeps in mind five qualities of character:

"A sense of right and wrong, which puts the common welfare first.
An informed mind about current problems.
Understanding of and capacity to work with all kinds of people.
Emotional poise for self-direction.
An imagination quickened by the sense of God and directed toward His service."

Independent Thinking

The Y. W. C. A. believes that each club should have freedom to develop its own program and should learn by accepting responsibility for its own actions. As a result the general public sometimes is confused by this freedom of thought and speech. While it grants its varied clubs and group meetings

*Condensed from a handbook for new members, "See What You've Got Into," by Margaret Hiller.

this freedom in thinking out loud and learning by doing, the Association speaks officially only through a meeting of the elected members or through their Board of Trustees.

Girl Reserves

Girl Reserves are high school students who join clubs for the same purposes that adults become members of the Y. W. C. A. Every club has an adult advisor. Most of the clubs meet in a school or church. Club programs are determined by the interest and needs of their members. Club life gives the girls a chance to learn how to understand themselves; how to get along with boy and girl friends; how to appreciate people of other races and nationalities. They learn new skills and new hobbies. Health study is an important part of their program.

In 1937 the Younger Girls Department of the Y. W. C. A. served a total of 9724 girls. There were 76 Girl Reserve, or Friendship Clubs, in 60 high schools. They were supervised by 133 adult leaders, who used 520 girl leaders.

Young Adults

For the young women who are through school, there is a rich variety of activities, including a day-time club for girls out of work, 20 evening clubs for young business women, and 19 clubs for industrial women. These self-governing clubs are interested in public affairs, youth movements and the status of women. They are keenly aware of the insecurity of youth today and are studying causes and remedies for unemployment. They enroll in classes on marriage and the home, current events, workers' education and international relations.

International Institute

The International Institute is a branch of the Y. W. C. A. devoted to work with the foreign-born. It is planned to help both Americans and foreign-born to become better acquainted and to understand the cultures of the many peoples in our national life. It gives service in problems of immigration and naturalization, and works for humane immigration laws. Through its staff and the leaders of its clubs and classes, service is given in about twenty languages. Home visits are made to newly arrived women and girls, making them feel at home and welcome in the life of the city.

Coordination of Services

For the purposes of this study, the YWCA is included with the youth organizations, although its leaders consider it primarily the Christian wing of the Woman's Movement—a unique development throughout the world in the last one hundred years. The purpose of the Young Women's Christian Association, as stated in their constitution, is "to build a fellowship of women and girls devoted to the task of realizing in our common life those ideals of personal and social living to which we are committed by our faith as Christians. In this endeavor we seek to understand Jesus, to share his love for all people, and to grow in the knowledge and love of God." This statement, one sees, includes not only youth, but the older generation as well, in its fellowship and leadership.

The following figures for 1937 show the variety and wealth of the opportunities offered by the Y. W. C. A. and the extent to which they are used:

Y. W. C. A. Members	14,333
Individuals served or participating	50,473

Organized Clubs and Classes

Business Women	20	clubs	1,311
Industrial Women	19	clubs	981
International Institute	19	clubs	1,032
Day-time Activities for Girls.	1	club	310
College Students	3	clubs	417
Younger Girls	76	clubs of Girl Reserves	9,724
Mary Eells Camp			533
Health Education	470	classes	6,593
Education	75	classes	3,493

Individual Services Enrollment

Central Registration and Information	25,890
Case Work Service	461
Health examinations made	4,622
Individual Activities, Health Education	4,563
International Institute	2,677
Meals Served in Tea Room	122,154
Placement Service (1,410 jobs were filled)	1,880

PHILLIS WHEATLEY ASSOCIATION
4450 Cedar Avenue
Kingsley Arter Branch
2314 East 100th Street

The Phillis Wheatley Association was founded by Miss Jane Hunter in 1911. It was her desire to provide a home for working girls, and the original organization was called "The Working Girls' Home Association". It was later renamed in honor of Phillis Wheatley, America's first Negro poetess. Phillis was an African girl brought to America and sold as a slave in the time of George Washington. She was educated by her white mistress, Mrs. John Wheatley, whose name she adopted.

The present nine-story building on Cedar Avenue, erected in 1927, has 135 rooms, a cafeteria, combined gymnasium and auditorium, and club rooms. A remodeled dwelling adjoining the central building is used as a music center. Musical programs afford constant delight, both to those who listen and to those who participate.

A recreational department offers clubs and hobby groups, as well as athletics, for girls of all ages. Programs and discussion groups in the field of religion, current topics and literature are open to mothers' clubs, young women, and mixed groups of boys and girls.

The Phillis Wheatley Association is a member of the Welfare Federation, receiving partial support from the Community Fund. The staff is composed of colored women with training in social work, who have been educated in the leading Negro colleges. It is directed and advised by a Board of Trustees, composed of white and colored women. The Fiscal Board, which cares for the property, is a men's board, including white and colored.

There are other Phillis Wheatley Associations in the country which are banded together under the National Association of Colored Women.

Kingsley Arter Center

This recreational center is located in a thickly settled colored neighborhood between Cedar and Quincy Avenues. The land for a playground was given to the Phillis Wheatley Association by Mr. and Mrs. Frank A. Arter, in memory of their son, Kingsley, who died at the age of five. A two-story frame building provides space for clubs, classes and a nursery school. Boys as well as girls are welcome.

BOY SCOUTS OF AMERICA
Greater Cleveland Council
2359 Payne Avenue

"On my honor I will do my best—
To do my duty to God and my country, and to obey the Scout Law.
To help other people at all times.
To keep myself physically strong, mentally awake, and morally straight."
—The Boy Scout Oath.

Origin and History

Boy Scouts were first organized in England by Lord Baden-Powell. He realized during his service as a military commander that the training which young men received in the British army did not develop initiative. It overstressed military education and narrowed rather than broadened the interests. It was his belief that a well-rounded program to include leisure-time activities would help to develop dependability, initiative and self-reliance. After years of study, he was ready to start a new program which was described in a memorandum entitled, "Boy Scouts, A Suggestion." In 1907 he organized an experimental Boy Scout camp at Brownsea Island, where a group of boys spent happy hours opening their eyes to a new world, studying nature, enjoying healthy outdoor activities and learning handicraft. The results were so satisfactory that soon other groups of boys were organized as Boy Scouts. From this beginning Scouting has developed into an international program to encourage manliness, self-reliance and skills.

Age Groups

Scouting in America has no military emphasis. It offers activities for boys from 9 to 18 years of age and for the "grown-up" boys who are their leaders. Boys from 9 to 12 may become "Cubs" and meet together in

"packs" under the leadership of a "Cubber." At 12 years of age, a boy may make application to become a Boy Scout, by inquiring at the main Boy Scout office or at a registered troop in his neighborhood. He must first pass his Tenderfoot tests before he can be a registered Boy Scout.

Boy Scouts meet together in troops, grouping themselves into patrols of eight Scouts each. They choose their own patrol leaders and plan their programs throughout the year with the assistance of their leaders, called "Scouters" or "Scoutmasters". It is significant that there is one leader for approximately four Scouts. The satisfaction and pleasure which the volunteer leaders receive repay them for the time that they give.

Scout troops meet at regular appointed times in convenient rooms provided by a neighborhood church, school or any other community center which welcomes groups of boys with a wholesome purpose and an approved leader.

Achievement Trails

As boys advance along the trail of Scouting, their achievements are recognized by promotion, from Second Class to First Class, Star, Life or Eagle rank. In each rank there is special emphasis on nature study and outdoor activities. The Scouts learn to enjoy outdoor life, hiking, preparing their own meals over a camp fire and sleeping in the open. They become skillful and ingenious in facing unexpected and novel situations utterly different from day-by-day life in the city. In furtherance of their oath "to help other people at all times", the Boy Scouts adopted the slogan, "Do a good turn daily."

There are three divisions of Senior Scouting for older boys who wish to specialize in particular fields of interest. These include Sea Scouts and Explorer Scouts, which are for boys 15 years of age and older. Rover Scouts are young men 17 years of age and over who are interested in leadership in special fields of activity.

Greater Cleveland Council

Scouting in Cleveland began in 1910. In June 1938, Greater Cleveland had 243 Boy Scout Troops, 12 Cub Packs, 12 Sea Scout Patrols, 6 Explorer Patrols and 4 Rover Packs. There were 6274 Scouts and 1726 Scouters; 588 Cubs under the leadership of 91 Cubbers. Nine executives gave full time to the Scout movement.

Community Service

Boy Scouts in Cleveland engage in many forms of community service. In December of each year Boy Scouts of Greater Cleveland put on an annual drive throughout the city to aid the Goodwill Industries. They take orders for trucks to call for old furniture or clothing, or to leave Goodwill bags.

The boys also participate in safety campaigns, in Memorial Day Services, serve in patriotic celebrations and furnish service for many other events.

A Scout Circus or Merit Badge Exposition once a year serves to bring Scouts of Greater Cleveland together in an effort to demonstrate their efforts and skills to the public.

Camping

Camping and hiking are all-year-round activities for Scouts. At frequent intervals the troops under the leadership of the Scoutmasters take hikes to nearby woods where they learn woodcraft and camping and become acquainted with nature at first hand.

In the summer a camp, with a capacity of 160 Scouts, is conducted at the Boy Scout Reservation in Chagrin Falls. Here the Cleveland Scouts have an opportunity to continue throughout the summer the interest which has been stimulated by their weekly meetings and hikes during the rest of the year. The Reservation is available to Scout troops for overnight camping at any time.

A reasonable fee is charged for summer camp periods, to make it as nearly as possible self-supporting. Many boys are able to earn all or part of their camp fee through

selling brooms made by the blind workers under the Society for the Blind.

Purpose

Scouting is more than a program of activities for boys. According to Lord Baden-Powell, it is "a program for men in the making". Rather than showing boys how to make a living, it seeks to point out to them a way of living—the way to meet life's adventures and romance through their own resources and by their own choices. Compulsion has no place in the program. The boy may accept or leave the organization at will. As long as he remains a Scout, he is associated with other boys and men in a manly enterprise.

GIRL SCOUTS, Inc.
Central Headquarters of the Cleveland Council
Museum of Natural History Building
2717 Euclid Avenue

District Offices

For Lakewood and the West Side of Cleveland:
1478 Warren Road

For the Heights and South Side of Cleveland:
Coventry and Weymouth Roads

National Branch office, for Ohio, Kentucky and West Virginia
7829 Euclid Avenue

The Girl Scout movement offers a program of fun and study for girls from 7 to 18 years of age. Any girl, regardless of race, creed or color may become a member. The organization is b o t h international and non-sectarian.

Activities and Meeting Places

The program of activities covers ten fields of interest: outdoor life, sports and games, homemaking, nature study, international friendship, health and safety, arts and crafts, literature and dramatics, music and dancing, community life. Any group of girls is left free to make adaptations or changes in the program as the girls desire. Girl Scout troops meet weekly throughout the year at some meeting place convenient to the group in a school, church, club, library or perhaps a private home.

Age Groups and Uniforms

There are three divisions according to age. The Juniors, or Brownies, are from 7 to 10 years; the Intermediates, 10 to 14 years, and the Seniors, 14 to 18 years. Each age group has its own style uniform, the Brownies using brown, the Intermediates and Seniors, a soft grey green. Uniforms are not compulsory.

Camping

The Girl Scouts of Greater Cleveland have two overnight cabins for camping purposes, one in Bedford Metropolitan Park and the other in the Rocky River Reservation. These cabins are used by troops all the year around for day and week-end hikes.

During the summer, outdoor activities are offered at the six day camps established in attractive spots throughout Greater Cleveland. Camping-by-the-day gives girls a taste of camping when they are not able to enjoy a longer experience.

In 1937 a new and beautiful camp site, located at West Richfield. was purchased by the Girls Scout organization. This camp, which can accommodate 120 campers at one time, has been named Camp Julia Crowell for Mrs. Benedict Crowell, one of the first Girl Scout Commissioners. It is open for eight weeks during the summer, and is used during the winter and spring for skating, hiking, and week-end trips.

Volunteer Leaders and Staff

Each troop of Girl Scouts is under the supervision of one or more trained adult leaders. These volunteer women are responsible for helping the girls plan and carry out worthwhile programs. The Cleveland district is served by a paid staff of six members who are responsible for training leaders, supervising the program and assisting with activities. Volunteer leaders number approximately five hundred.

History

The first Girl Scout troop in Cleveland was organized in 1920 with eighteen girls. By

June 1938, the organization had grown to include 4000 girls. The national organization has grown at the same rate. The first Girl Scout troop in the United States was organized by Juliette Lowe in 1912, in Savannah, Georgia, with twelve girls enrolled. By September 1937, the number of active members in the United States was half a million. Girl Scouts are now organized in 32 countries of the world. The Girl Scout organization in Cleveland is a member of the Welfare Federation, supported through the Community Fund.

CAMP FIRE GIRLS

Floor 3½, Halle Bros. Building
1228 Euclid Avenue

Wohelo, the watchword of the Camp Fire Girls, is made up of the first syllables of the three words, "work, health and love", and indicates the basis of the entire Camp Fire program. The name, Camp Fire Girls, was chosen because the fire on the hearth symbolizes the heart of the home, and the originators of the program feel that the finest contribution made by girls and women is in the home; and because the campfire suggests the outdoors and the interests to be found in the world of nature.

Indian Ritual

The Camp Fire program symbolizes the beauty and ritual of Indian lore. Each girl chooses a name for herself which expresses her desires and her interests. For example, she may be Okihi, "able to accomplish", Wapikiya, "arrange things well", Odako, "alliance, friendship", Ehawee, "laughing maid", Owa, "to paint, sketch", or Soangetaha, "strong heart".

The girls seek to attain certain ranks, each with its special ritual and ceremony: Trail Seeker, Wood Gather, Fire Maker and Torch Bearer. The girls earn beads of various colors to symbolize achievement in seven crafts: home craft, health craft, camp craft, hand craft, nature craft, business and citizenship.

Uniforms

Camp Fire girls wear white middy blouses, dark skirts and red ties for their meetings and outings. For Council Fires and for ceremonies, they wear ceremonial gowns which are khaki-colored, loose hanging gowns decorated with the beads and honors which the girls have earned.

Local Activities

Camp Fire Girls were organized in Cleveland in 1912 and became nationally chartered in 1922. From 8 to 10 years of age, girls may become Bluebirds, with a program intended for younger girls. Camp Fire Girls are from 10 to 18 years of age. Girls of high school age are called the Witose Group.

In May 1938, there were 119 groups of Camp Fire Girls in the Cleveland district, whose membership included 2373 Camp Fire Girls and Bluebirds, with 136 leaders, or Guardians, and 42 assistant Guardians.

The organization is a member of the Welfare Federation, receiving support from the Community Fund.

Camping

Camp Yakewi at Austinburg, with a capacity for 120 girls, gives an opportunity for Cleveland Camp Fire Girls and Bluebirds to enjoy crafts and sports out-of-doors in the summer months.

Purpose

The laws of the organization expect members to "Seek Beauty, Give Service, Pursue Knowledge, Be Trustworthy, Hold on to Health, Glorify Work and Be Happy." In living up to these laws, Camp Fire Girls are developing skills, learning to work with one another, and living happy, adventuresome lives.

FOUR-H CLUBS

County Agricultural Extension Service
Central Headquarters—814 Public Square Building

The Four-H Clubs stand for Head, Heart, Hand and Health, each club member taking the following pledge: "As a true club mem-

ber, I pledge my HEAD to clearer thinking, my HEART to greater loyalty, my HAND to greater service, and my HEALTH to better living for my club, my community and my country."

The Four-H Clubs are organized under the Agricultural Extension Service of the county in cooperation with the Extension Service of Ohio State University. Every county in Ohio has an agricultural extension service which is financed in part out of the general county fund from tax collection, and in part from state and federal tax funds.

The Cuyahoga County Extension Service employs a "Club Agent" the major portion of whose time is given to club work for young people between the ages of 10 and 20. In 1938 there were 43 clubs in different parts of the county with a total membership of 780.

Membership is free, with bulletins, literature and records furnished by the government. Any group of young people living in a rural neighborhood or interested in rural life may band together and apply to the Agricultural Extension Service for recognition and help. A volunteer leader from the neighborhood must be found who is qualified for the particular line of activity in which the group is interested.

Boys and girls are organized separately for the most part. The boys choose a project on which they can work at home, such as raising poultry, pigs, calves, or a vegetable garden. The girls' clubs are usually engaged in learning to make their own clothes, to cook and bake, to can fruit and vegetables, and to study interior decoration. Each club member must have a project of his own. He works in friendly competition with others. An "Achievement Day" exhibits some proof of his handiwork. Most clubs enter examples of their best work at the county fairs, often receiving prizes of money, as well as recognition. Those receiving first prizes at the fair in certain contests are sent to the state fair where they compete with other counties for entry in the national contest.

The volunteer leaders are given special help and training by county and state club leaders. A summer camping period is provided for club members and their leaders, where for a modest fee, fun, new experiences and activities are shared by boys and girls together under expert direction.

Although most Four-H Clubs in Cuyahoga County are outside the five cities, there were clubs in 1938 at the Jones Home for children, at the Catholic orphanage, "Parmadale", at the Providence Heights branch of the Convent of the Good Shepherd, at Blossom Hill, the City Farm School for Girls, and at the Goodrich Social Settlement.

Chapter 16

Camping

Come forth into the light of things,
Let Nature be your teacher.—Wordsworth

Camping is more than sleeping in a tent and roasting corn in an open fire. Camping takes people away from the everyday routines of life and opens up a chance to explore the world of nature far from the smoke and noise of the city. President Hoover once said, "Space in which to play, contact with nature and natural processes—of these the thoughtless city cheats its children." Almost everyone enjoys a picnic, but at a picnic people seldom stay long enough to adapt themselves to outdoor life. In camping one remains a sufficient time to see the changes from night to day, to know the birds, trees and flowers, and to learn how to build a good camp fire, cook one's own meals, and to have a thoroughly good time without going to a show, a dance, a poolroom or any form of recreation that requires a paid admission. It is a test of imagination, resourcefulness and adaptability for children to be able to make their own good time under new conditions.

Camping gives children an unlimited amount of fun, all the way from learning to distinguish between a red maple and a pin oak, to discovering that they can make their own way in life and be happy doing it. People today are emphasizing more and more the necessity for outdoor life. The possibility of including a course in camping as a school study is being discussed. Already the schools of Atlanta, Georgia, are giving a camping course in their regular program with activities throughout the entire year.

Camp counselors are employed to help children and young people get the right start when learning to live together under camp conditions. They see to it that camp duties are equally divided, that camp order and health are maintained, that all campers find some special activity of interest to them, and that all are given a chance to share in the fun. In organized camps there are no bosses and no slaves. It is share and share alike, with everyone expected to contribute something to the good time.

The modern camp is no longer ruled by routine. In former years every day and every hour at camp were rigidly outlined for a special activity. Baseball followed breakfast, then a fifteen minute rest period and an hour of tennis. A period of handcraft preceded lunch. For an hour after lunch the children rested in their tents, then went out in a group to study nature, and so on.

Nowadays in camp, each child is permitted to arrange his own days and carry out his plans, either by himself or with a group of friends under the guidance, but not the insistence, of camp counselors. If a group of boys decides some morning that they would like to spend the day fishing, they pack their own lunch and go off by themselves. A girl may have found a knotty old apple tree that is attractive to her artistic nature and she spends a quiet afternoon sketching it. Some other girls may spend that same afternoon perfecting a particular stroke of tennis to improve their game. Campers observe the same hours for eating and sleeping, but their activities differ according to the talents and desires of each boy and girl.

Means of Support

There are private and public camps. A set fee is required in the private camps and often the children remain all summer. Other camps are run as part of some welfare service, where the child pays only a part of the expense, the remainder being supplied by



Girls camping in the Metropolitan Park watch a sparrow hawk.

the generosity of individuals or by the Welfare Federation through the Community Fund.

Day Camping

Since less than ten per cent of Cleveland's children can avail themselves of the facilities of these camps, an increasing number each year attend the daytime camps open to city children. Camping by the day under trained leadership is becoming more and more important in the year-round outdoor program for boys and girls. Activities in day camps are similar to those of the summer camps and include many kinds of crafts, dramatics, music, nature, group games and active sports.

Some day camps are privately supported and require a fee. Others are run by social agencies and are open to all children who are interested in having a good time. The Y's and Scouting organizations, the Salvation Army, the social settlements and other organizations have day camps in metropolitan parks and reservations throughout the Cleveland area. Some of the neighborhood houses offer day trips to the parks and museums or to particular points of interest, such as plants for generating electricity, or to the ore boats on Lake Erie.

Benefits of Camping

In camping together by the day or by the week, children may benefit in health, learn new experiences and some, at least, may discover that "creation" is a part of "recreation." To live adventurously and to satisfy a natural curiosity regarding the world of nature gives many children the stimulating experience of mastering their environment. To sit at home and accept what comes, without exploring other possibilities, would mean losing the spirit which has marked America in the past as a pioneer nation, capable of blazing new trails of progress.

CLEVELAND CAMP COUNCIL

The Cleveland Camp Council is an organization of camp agencies associated with the Welfare Federation of Cleveland and allied groups. It was formed in 1930 for the protection of campers. Standards for health and safety have been agreed upon, which each member agency must meet. The Camp Council aims to make a camping experience safe, healthful and illuminating to every camper.

As protection against contagious disease, all children must take a physical examination before going to camp; each camp must have a graduate nurse or a physician in residence to give daily routine health inspection to campers.

To build health during the stay at camp, children are given health instruction on eating habits, sun baths, drinking plenty of

water, sleeping ten hours at night with one hour's rest after the noon meal, and so on.

Standards for camp sanitation are inspected and approved by the Cleveland Division of Health. A committee appointed by the Camp Council with the consent of all camps has authority to inspect each member camp. It makes recommendations for improving standards whenever necessary.

The Welfare Federation of Cleveland employs an experienced and well trained home economist, or "nutritionist," as adviser on camp diets and nutrition. The Federation has published a book on camp nutrition with menus which are well balanced and appetizing at reasonable cost. All the larger camps are expected to employ a graduate home economist. Flora Stone Mather College arranges with a number of smaller camps to use students majoring in home economics, in return for board, room and expense money. These students are supervised by the home economist of the Welfare Federation.

SUMMER CAMPS IN THE CLEVELAND CAMP COUNCIL IN 1938

Name and Location	*Distance from Cleveland*	*Ages Accepted*	*Capacity*	*Sponsor*
Alta House Camp Burton, Ohio	30	Girls 8—15, Boys 8—15, white only	45	Alta House (Social Settlement)
Boy Scout Reservation Chagrin Falls, Ohio	18	Registered Boy Scouts, 12 and over, colored and white	160	Greater Cleveland Council, Boy Scouts
Camp Cleveland Cooley Farms Warrensville, Ohio	18	Boys and girls, 10—14, at separate periods, colored and white	100	City Department of Public Health and Welfare, Cleveland
Camp Henry Baker Painesville, Ohio	30	Boys and girls, 8—18, at separate periods, white	61	Council Educational Alliance (Jewish Social Settlement)
Camp Merriam Lorain, Ohio	32	Girls, 8—18, colored only	60	Phillis Wheatley Association
Camp Wise Painesville, Ohio	30	Family groups, white only	190	Council Educational Alliance (Jewish Social Settlement)
Camp Yakewi Austinburg, Ohio	60	Girls, 8—18	112	Camp Fire Girls
Centerville Mills Camp Chagrin Falls, Ohio	24	Boys, 9—17, colored and white	220	Y. M. C. A.
Chippewa Valley Camp Brecksville, Ohio	16	Boys and girls, 8—16, colored and white	45	Neighborhood Association (Social Settlement)
Cold Springs Camp Austinburg, Ohio	55	Girls, 6—16, white only	75	Privately supported
Epworth Fresh Air Camp Painesville, Ohio	31	Boys and girls, 6—12, white only	50	Epworth Methodist Episcopal Church
Florence Harkness Summer Nursery Willoughby, Ohio	20	Boys and girls, 2½—12, colored and white	90	Day Nursery Association
Fort Herrick Mentor, Ohio	25	Boys and girls, 6—12, under 6 with mother, white only	100	Salvation Army
Friendly Inn Camp Macedonia, Ohio	18	Boys and girls, 8—13, colored and white	70	Friendly Inn (Social Settlement)
Girl Scout Camp Everett, Ohio	22	Girls, 7—18, white only	120	Girl Scouts, Inc.
Goodrich Farm Hudson, Ohio	22	Boys and girls, 8—16, mothers and babies, colored and white	70	Goodrich House (Social Settlement)
Harkness Camp Willoughby, Ohio	21	Boys and girls, 8—17, 4th period, colored only	161	Presbyterian Churches
Highbrook Lodge Chardon, Ohio	30	Blind adults, white only	30	Cleveland Society for the Blind
Hiram House Camp Chagrin Falls, Ohio	14	Boys and girls, 6—14, colored and white	93	Hiram House (Social Settlement)
Lakeside Rest Cottage Lakeside, Ohio	75	Girls, 16 and over, white only	25	Women's Philanthropic Union
Little Flower Camp Painesville, Ohio	35	Girls, 14—21	20	Catholic Big Sisters
Mary Eells Camp Madison, Ohio	40	Girls, 12 and over.	195	Y. W. C. A.

Chapter 17

Public Provision For Recreation

"No private or commercial enterprise can plan adequately for the future needs of parks, athletic fields and play spaces."—from Cleveland Recreation Survey, 1920

Play is absolutely essential to the education and wholesome development of the child. "The hours that make us happy make us wise," wrote the poet, John Masefield. Another writer asserts that a person does not grow old until he forgets how to play. Family homes large enough to provide indoor play, and possessing yards with room for outdoor play are not to be found in some sections of Cleveland. In some neighborhoods an occasional vacant lot may serve as playground. Social settlements and private welfare agencies offer what play spaces they can afford, but they cannot fill the total need. It has become an obligation of government to supply opportunity for recreation.

The public movement for recreation has come about much in the same way as did the movement for public education. Education was first considered the duty of the family, then the church and private charity. As aristocratic governments gave way to democracy, education finally became also the concern of government.

Government is obliged to concern itself with both recreation and education in self-protection. The sudden increase in leisure time caused by the shorter working day and by frequent periods of unemployment make necessary new occupations and wholesome activities to maintain health and courage.

Public recreation in the United States is conducted by different methods and for a different purpose than is recreation in Europe under dictator governments. Here it is a democratic thing with self-governing groups. There it is often a form of military preparedness.*

LEISURE-TIME ACTIVITIES
supported by
CLEVELAND BOARD OF EDUCATION

Summer Playgrounds on School Grounds

In 1936 there were 48 supervised summer playgrounds on Cleveland school grounds; in 1937 there were 51; and in 1938 there were 59; all supported by tax funds for school purposes.

In recent years supervision has been provided from the middle of June to the last of August. Activities include sand play, games, athletics, dancing, music, dramatics, swimming and handcraft. Special tournaments, a boat regatta, festivals and exhibits are featured.

Milk is available on all school playgrounds during the summer. In 1938 over 14,800 bottles of milk were furnished free and 15,000 more were sold. A safety council of children is organized on each playground as protection against accidents. A special treat is provided for safety officers at the end of the season.

The total attendance at summer playgrounds in 1938 was 1,721,500, at a cost to the school board of about one cent a person per day. Spring playgrounds were supervised for 11 weeks from early April to the middle of June at 24 schools. The attendance was over 300,000 at a cost of one cent a person per day. A short playground season

*See Article on Recreation by Lee F. Hanmer of the Russell Sage Foundation, in the Encyclopedia of Social Sciences, Macmillan Company.



Play space is valuable for development of strength and character

Courtesy of Cleveland Board of Education

was conducted at 15 schools from August 28 to September 12, with an attendance of 37,000, under leadership provided by W.P.A. at no cost to the Board of Education.

Cleveland School Buildings used as Community Centers

East Side	*West Side*	*South Side*
John Hay	Benjamin Franklin	Nathan Hale
Patrick Henry Memorial	Thomas Jefferson	Alexander Hamilton
Oliver Hazard Perry	Tremont	South High
Sowinski	Wilbur Wright	Warner

Tennis

Miles Standish

Swimming for Women

Thomas Edison

League Basketball

John Adams
Collinwood
East High
Thomas Edison
Albert Bushnell Hart
John Hay
Lincoln
West High
Willson

The Division of Community Centers is a part of the Bureau of Physical Welfare of the Cleveland Board of Education. It is responsible for adult activities in twenty-six school buildings in Cleveland, which are kept open from two to four nights a week. In twelve buildings a wide range of life interests is promoted, one building being reserved for teachers and business men, the others used by any persons who are interested. One building is used for swimming, one for tennis and eleven for basketball.

A director, a clerk-hostess and a teacher of drama are assigned to each center, and a teacher of music where there is a sufficient demand. Each of the general centers is managed by a Neighborhood Council which plans the activities and arranges for classes, handcraft, sports, nationality programs, weekly entertainments and dances. The W.P.A. furnished about 50 leaders in 1937-38 and volunteer leaders were used to excellent advantage.

Basement space not hitherto used has been excavated under school buildings with the help of W.P.A. for horseshoes, archery, golf and other games.

Special programs are conducted on holidays. Tournaments between centers are held for players of bridge, pinochle, ping-pong, checkers and chess. Open forums for discussion of public affairs are conducted at some centers and excellent speakers presented.

One-act dramas are popular, and contests have been held, with the best plays repeated at the Little Theater of the Playhouse.

Two junior centers for boys and girls up to 16 years of age were opened for the first time in 1937-38 at Tremont and Sowinski Schools. The attendance was satisfactory and favorable reports were made as to the benefits derived.

LAKEWOOD BOARD OF EDUCATION

Lakewood Board of Education has recently provided for ten playgrounds which are available for several periods during spring, summer and fall. Four skating rinks, owned by the city but under the supervision of the schools, are open during suitable weather in the winter. The Lakewood Board maintains nine community centers for adults and one for boys and girls in school buildings. There are also numerous baseball leagues on school grounds. Supervision is provided for five bands, besides tap dancing classes and dramatics for children.

EAST CLEVELAND BOARD OF EDUCATION

The East Cleveland Board of Education provides one supervised summer playground at Caledonia School. Seven other supervised playgrounds and a swimming pool are provided by the City Government of East Cleveland.

CLEVELAND HEIGHTS BOARD OF EDUCATION

The Board of Education in Cleveland Heights provides five supervised summer playgrounds. The City Government of Cleveland Heights maintains two public parks and playgrounds with tennis courts, baseball diamonds and a swimming pool.

SHAKER HEIGHTS BOARD OF EDUCATION

The Board of Education in Shaker Heights provides six summer playgrounds and an all-year-round swimming pool and 26 tennis courts. A school bus takes children to Metropolitan Parks once a week during the summer. Bridge lessons and classes in badminton, basketball and other sports are offered to children and adults during the winter. Small fees charged to members make these clubs and classes self-supporting.

RECREATION COUNCIL 1920-1927

The Recreation Council was organized as the result of an extensive survey of recreational needs and resources in Cleveland made by the Cleveland Foundation. The findings of the survey were published in seven volumes in 1920. "It was considered at the time one of the most ambitious attempts made by any community to study the whole problem of leisure-time needs and their relation to the problems of crime, delinquency, health, industrial efficiency and the like."* The survey recommended that a central body be organized to represent and promote wholesome spare-time activities by agencies which would not overlap nor omit important work, but which would pull together for the good of the community. The work of the Council was financed by the Community Fund and during its first years did much to increase the number and equipment of city playgrounds and to develop facilities for outdoor sports in the public parks. It helped secure a special tax levy in 1920 to develop parks in the suburbs under the Metropolitan Park Board. It also conducted training courses for recreation and playground leaders.

In 1927 the Recreation Council was disbanded as too large and too cumbersome. The following year, the Welfare Federation organized the Group Work Conference including only those agencies, both public and private, which had professional staffs. The Conference later became the Group Work Council, conforming with other Councils of the Federation (see page 237). After the disbanding of the Recreation Council part of its activities were taken over by the City Division of Recreation.

---

*From an unpublished thesis by Clara Kaiser, "Organized Social Work in Cleveland: Its History and Setting."

DIVISION OF RECREATION
City of Cleveland
City Hall

Supervised Playgrounds

During the summer of 1938 the Cleveland City Division of Recreation maintained 79 supervised playgrounds. How rapidly the number has grown is shown by the fact that in 1937 there were 66 and in 1930 there were but 28. The city owns the land in 17 of these play spaces and it rents others. In most cases the city merely supplies the supervision for play areas that are furnished or loaned by other agencies. In the summer of 1938, the city employed 142 playground supervisors, directors and leaders, tennis supervisors and instructors. It also employed 40 lifeguards for the five indoor pools controlled by the city, the six outdoor or neighborhood pools, and the three city bathing beaches (Edgewater, Gordon and White City).

Two model playgrounds are the Lincoln Bathhouse Playgrounds on the south side, which is hard-surfaced and lighted for night use, and the Portland-Outhwaite Playground adjacent to the Federal Housing Development. Both these playgrounds are open during the entire year and were developed with money given by the Cleveland Foundation.

Borough Plan of Management

Playgrounds are grouped in seven neighborhood divisions, each under a local manager aided by a committee of those interested in activities of that district.

Recreation Centers and Bath Houses

Broadway—7654 Broadway
Central—2526 Central Avenue
Clark—5706 Clark Avenue
Lincoln—1201 Starkweather Avenue
Orange—1609 Orange Avenue
Portland-Outhwaite—E. 46 St. and Outhwaite
St. Clair—6250 St. Clair Avenue
Woodland—9280 Woodland Avenue

The city of Cleveland supports seven recreation centers at the addresses given above for all-year-round activities. Beginning as bathhouses in centers of congested population, they have been enlarged and extended (with the exception of Orange) to make possible many types of recreation. They have auditoriums and club rooms, gymnasiums and playgrounds, and most have swimming pools.

Attendance at the Recreation Centers for July 1938 was as follows:

Auditorium and club rooms	52,051
Gymnasiums	160,701
Swimming pools	37,021
Showers	106,185
Total for July 1938	355,958
Total for July 1937	232,753

Baths with hot and cold water are free to those who bring their own towels and soap. To others there is a charge of one cent for soap and five cents for towel.

Clearing House for Sports

The City Division of Recreation acts as a clearing house for all organized sports. Its slogan is "more sports for more people." By not allowing a boy to play on more than one basketball or baseball team, more room is left for others to play.

Basketball

The Greater Cleveland Basketball Commission makes rules and classifies teams. Representatives are included in the Commission from the Y. M. C. A., the Settlement House League, the City Recreation Department, the Board of Education, Referees' Association and the suburban cities. There are 1500 supervised basketball teams in Greater Cleveland and no independent teams.

Baseball

The Cleveland Baseball Federation conducts practically all the organized baseball. There are 228 soft ball teams and 350 hard ball teams. Persons who play are protected in case of accident by the Federation, which will pay for medical and hospital service. Each year an Amateur Day program at the Municipal Stadium raises from $13,000 to $15,000 which finances such costs. The Baseball Federation, the Municipal Soft Ball As-

sociation and the Cleveland Foundation have also paid for lighting three fields for night playing. Brookside Stadium was lighted in 1938 at a cost of $5,000.

Football

Football teams under the Cleveland Amateur Football Association have playing fields in six city parks.

Tennis and Other Sports

The city maintains approximately 70 tennis courts and supplies instructors. It provides a thirty-six hole golf course at Highland Park, and 23 skating ponds, 4 soccer fields, besides 24 coasting areas in winter.

Mayor's Advisory Board on Playgrounds and Recreation

The Mayor's Advisory Board was created in February 1936, as advisory to the city administration and to the City Commissioner of Recreation. There are 28 members, all of whom serve without pay.

The purpose of the Board is to secure well trained personnel and more adequate appropriations, to enrich the program, and to plan for additional facilities. It serves also as a connecting link for W.P.A. projects.

CITY PARKS

Cleveland City Hall

City parks are breathing spots which serve to increase the health and beauty of densely populated districts. They admit sunshine, fresh air, green grass, trees and shrubs, helping people to relax their nervous, overspeeded lives in natural ways. The public recreation facilities within the parks make active play possible for many people, while others enjoy the more passive diversion that comes from walking or driving in the parks.

Cleveland is fortunate in having had civic-minded leaders who began early to plan a park system. The largest parks have been given to the city by men who saw the need of preserving certain beauty spots for the use of all the people. Bond issues have been voted by the citizens from time to time, in order to extend and improve the parks.

The first large area of great beauty and value given to the city was Wade Park, presented by Mr. J. H. Wade in 1882. In 1890 he gave this park a herd of American deer, which was the beginning of the Zoo, first located in Wade Park but later moved to Brookside Park.

The second large bequest came from William J. Gordon in 1893 and became Gordon Park. In 1893 a Board of Park Commissioners was created which adopted the famous Cleveland Park Plan. Through this foresight, provision was gradually made for acquiring park areas on the outskirts of the city, located so that they could be united and connected by boulevards.

In 1896, during the centennial celebration of the city, Mr. John D. Rockefeller made the city its next large gift for park purposes. By such gifts and by wise purchase of land with money obtained from tax funds, the present thirty parks and parkways were acquired.

From 1871 to 1891 and from 1893 to 1900, the parks were under the administration of a Board of Park Commissioners, who made the parks places of great beauty. About 1900 the Board was declared illegal and the parks were placed under the Department of Public Works. From 1901 to 1909 the parks were opened to use for active recreation. The first eight playgrounds and public bathhouses were opened in 1904. After this period, interest in the extended use of the parks, their maintenance and improvement fluctuated with public interest and public funds. The Community Betterment Council of Cleveland revived the interest in 1922, and reports of a Joint Park Investigating Committee aroused the city government for a time to improve the parks.

During the economic depression of the '30's, lack of public money caused a serious slump in the maintenance of city parks and playgrounds. Interest again revived in 1935 and, with the help of labor furnished by W.P.A. and N.Y.A., the parks and play-

grounds are receiving more attention than ever before. A division of landscape architecture was created in 1936. Architects from this division have prepared a master-plan to cover desirable improvements over a number of years, including development of the lake-front. The amount of public interest, as well as the wisdom and foresight of the city administration, will determine whether the plans are realized.

In 1937, with the help of W.P.A. labor, the City Division of Parks planted 10,000 trees in the parks, 16,000 in parkways and boulevards, besides 13,000 on city streets. Beginnings were made of a long-time program for modernizing the Zoo in Brookside Park. Improvements were made on the lakefront, such as renovizing the breakwaters and yachting lagoons, modernizing the bathhouses, and landscaping the play areas. The Director of Parks plans for a time when Cleveland's entire lakefront will be improved and developed for the use of all people, as has been done in Chicago and Toronto.

The area of parks within the limits of Cleveland is now approximately 1530 acres. The following table shows the acreage in the principal parks.

ACREAGE OF CLEVELAND PARKS IN 1937

	acres		*acres*
Brookside	162	Jefferson	12
Edgewater	117	Lincoln	7
Fairview	5	Rockefeller	273
Forest Hill	91	Wade	86
Garfield	182	Washington	137
Gordon	119	Woodland Hills	113

CUYAHOGA COUNTY RECREATION COMMISSION
2905 Franklin Avenue

The Cuyahoga County Recreation Commission was organized and is supported jointly by the County Commissioners and the Group Work Council of the Welfare Federation of Cleveland, to sponsor W.P.A. recreation projects. It has been a necessary and convenient clearing house for the cities and villages, all of whom desired some assistance from W.P.A. on these projects.

The Commission assigns workers to already existing public and private recreational agencies and playgrounds. It sponsors independent music and dramatic projects and recreation in the suburbs.

The Federal Theater and Federal Music projects under W.P.A. have their own directors and are not included under the County Recreation Commission.

CLEVELAND METROPOLITAN PARKS
Office—Standard Building

Nine Metropolitan Parks all within thirty miles or less of the center of Cleveland are visited by more than four million persons each year. A line strung between them would form an ellipse with Cleveland near the center on the north side. From Huntington Park on West Lake Road, the line runs to Rocky River Reservation, the largest of the parks, with two golf courses; then to Big Creek Parkway, which is designed to connect the Metropolitan Parks with the Cleveland Park system; next to the Hinckley Reservation in Medina County on Hinckley Lake; then to the Brecksville Reservation, which is cut by seven distinct streams flowing into the Cuyahoga River. The line then swings across to Bedford Reservation on Tinkers Creek; next along Solon Road to South Chagrin Reservation, with its famous Squaw Rock; then comes North Chagrin Reservation with Squire's Castle and Trailside Museum; and last, the line comes along Chardon Road back toward Euclid to strike Euclid Creek Reservation, which can be reached by the Euclid Avenue car line.

The Metropolitan Park Board of three men appointed by the Probate Judge serves without salary and has given Cleveland farsighted civic service. A special tax is assessed for support of the parks.

Two camps of the Civilian Conservation Corps have been located in the Park system and have done much to improve the parks, roads and forests.

Agencies organized to encourage wholesome outdoor life are granted permission to establish camps in the Reservations, if they comply with certain regulations for safety and health.


LAKE ERIE
LAKE COUNTY
GEAUGA COUNTY
LORAIN COUNTY
MEDINA COUNTY
SUMMIT COUNTY
CUYAHOGA COUNTY
CITY OF CLEVELAND
WILLOUGHBY
WICKLIFFE
EUCLID
BRATENAHL
RICHMOND HTS.
HIGHLAND HTS.
MAYFIELD HTS.
LYNDHURST
UNIVERSITY HTS.
ORANGE TWP.
PEPPER PIKE
HUNTING VALLEY
BEACHWOOD
SHAKER HTS.
WARRENSVILLE TWP.
ORANGE
BAY VILLAGE
LAKEWOOD
ROCKY RIVER
DOVER
FAIRVIEW
NEWBURGH HTS.
BROOKLYN
CUYAHOGA HTS.
GARFIELD HTS.
NORTH OLMSTED
OLMSTED FALLS
OLMSTED TWP.
BROOKPARK
PARMA HTS.
PARMA
SEVEN HILLS
INDEPENDENCE
VALLEY VIEW
MAPLE HTS.
BEDFORD
SOLON
BEREA
WEST VIEW
GLENWILLOW
NORTH ROYALTON
STRONGSVILLE
BRECKSVILLE
MACEDONIA
NORTHFIELD
TWINSBURG
BRUNSWICK
HINCKLEY
RICHFIELD
LEGEND
- ACQUIRED PROPERTY
- PROPOSED
- CITY PARKS
A - HUNTINGTON PARK
B - ROCKY RIVER RESERVATION
C - BIG CREEK PARKWAY
D - HINCKLEY RESERVATION
E - BRECKSVILLE RESERVATION
F - BEDFORD RESERVATION
G - SOUTH CHAGRIN RESERVATION
H - NORTH CHAGRIN RESERVATION
I - EUCLID CREEK CONNECTION
SCALE IN MILES
0 1 2 3 4 5 6 7 8 9 10
CLEVELAND METROPOLITAN PARK AND BOULEVARD SYSTEM
SEPTEMBER 1938

CLEVELAND MUSEUM OF ART
Wade Park

Free: Sundays, Wednesdays, Saturdays, Holidays.
All other days, 25 cents
Closed all day Monday

The Museum of Art with its gleaming white marble front is seen from Euclid Avenue and East 107th Street, across Wade Park Pond. The Fine Arts Garden with its Fountain of the Waters is one of the beauty spots of Cleveland.

The Museum houses rare and costly exhibits of paintings, sculpture, furniture, armor, pottery, tapestry, rare laces and other objects of art. It is more than a silent series of exhibits. Through its educational staff, it talks and explains the value and significance of its exhibits, the way in which people lived in other times and what seemed beautiful and valuable to them. Concerts and musical lectures are given at the Museum. Members of the staff go out to lecture in many parts of Cuyahoga County.

Three teachers employed by the Cleveland Board of Education are assigned to the Museum of Art to meet and instruct visiting classes from the Cleveland Public Schools. These teachers work under the Educational Director of the Museum.

Several thousand objects of art are loaned to schools and libraries as traveling exhibits, provided proper display cases and protection are furnished. All the libraries of Cleveland and the suburbs (45-50) have display cases in which exhibits are placed with some regularity by the Museum.

The Extension Service has been an important part of the program since the Museum was dedicated in 1916. The Museum is supported by endowment, contributions and memberships.

CLEVELAND MUSEUM OF NATURAL HISTORY
2717 Euclid Avenue

Open daily, 10:00 a. m.—4:00 p. m.
Sundays, 2:30 p. m.—5:30 p. m.

The Museum of Natural History serves Greater Cleveland in many ways. It is first of all a building which houses extremely valuable exhibits, all the way from stuffed African lions and hyenas, beautiful birds and fishes, to terrible reptiles and giant dinosaurs and mastadons of bygone ages. It serves as a place of stimulating recreation with interesting free lectures on Sundays in fall and winter, and at certain other times. It contains the best natural history reference library in Cleveland.

Because contact with real things in museums has an appeal to children, more vital than what is read in books, two teachers, employed by the Cleveland Board of Education, are stationed at the Museum to meet visiting classes from the elementary schools. Junior high schools find it more difficult to arrange for field trips. Therefore, the Museum will sometimes arrange to give illustrated talks at assembly periods in the schools.

Members of the staff talk over the radio. They give lectures at the Museum to visiting clubs and classes from the schools, from the Y.M.C.A. and Y.W.C.A., from the Scout organizations and other interested groups. They answer requests for information by letter, telephone and direct application.

The Museum arranges for bird field trips on Sunday mornings in the spring and tree study hikes in the fall. It helps with nature study programs in summer camps.

When funds permit, a new building will be erected adjoining Wade Park, close to Severance Hall and the Museum of Art, and near Western Reserve University, making it a part of the University Center. The Museum is supported by contributions and memberships.

WESTERN RESERVE HISTORICAL SOCIETY
10702 Euclid Avenue
10915 East Boulevard

The Western Reserve Historical Society organized and supports Cleveland's oldest museum. Its purpose is to discover, collect and preserve whatever relates to the history, biography, genealogy and antiquities of the United States.

The Museum accommodates on the average three classes daily during the school year, with additional groups from clubs, camps and the welfare agencies. The classes come from the Cleveland Public Schools, private and parochial schools, and schools of Greater Cleveland and the outlying districts, such as Burton, Solon and Elyria.

The subjects in which the students are instructed pertain to almost any topic in American history. Those most in demand are: Colonial life, Indians, the mummy, the Shakers, pioneer life on the Western Reserve, early Cleveland, history of transportation by land, water and air.

In the fall of 1938, the Historical Society purchased a beautiful residence at 10915 East Boulevard, not far from the Museum of Art in Wade Park, to permit expansion of the Museum. In the new home better display is possible for the famous collections of historical materials, such as ship models to illustrate the history of transportation on the Great Lakes, surveying instruments used by Moses Cleaveland's party, Civil War exhibits, a library of costumes, a collection of Shakespeare antiquities, Indian pottery, relics of pioneer days in the Northwest Territory, and one of the finest collections in existence of World War materials.

With the transfer of exhibits to the new museum on East Boulevard early in 1939, the older museum on Euclid Avenue at East 107th Street became a library for files of early Cleveland newspapers, and source books on the Northwest Territory. The Historical Society serves not only to keep a record of the Western Reserve but to stimulate knowledge and pride in its democratic history.

CLEVELAND PUBLIC LIBRARY

Main Library—325 Superior Avenue

Open daily, 9:00 a. m.—9:30 p. m.
Sunday, 2:30 p. m.—9:30 p. m.

The Cleveland Public Library furnishes all sections of the city with books, information and service. It contains over 2,000,000 books and in one year's time loans 9,000,000 books for home use.

At the Main Library there is the Lewis Carroll Room for children, and the Robert Louis Stevenson Room for young people with books and magazines of special interest and trained librarians to help them in finding reading for recreation or for school needs. In each neighborhood branch there is a children's room where story hours are held and books for home reading are circulated.

At the Main Library also are found books in many languages, newspapers from all over the country, embossed books and talking records for the blind. There are comfortable reading rooms where people may read or study where there is a trained staff to help those who desire assistance. The Library loans not only books and pictures but clippings, lantern slides, maps, bulletins and pamphlets.

Through its Stations Department service is given to hospitals, institutions and many social agencies. Through the Classroom Division collections of books are sent to the Juvenile Detention Home and to the schools for handicapped children. During the summer the Book Caravan of the Stations Department gives service, both adult and juvenile, to many outlying districts.

The Cleveland Public Library is a cooperating member of the Welfare Federation of Cleveland.

Books and services are distributed by the Library through the following outlets:

Main Library, 325 Superior Avenue
Municipal Reference Library, City Hall
32 General Branches
39 School Branches
88 Stations
1,180 Classroom libraries

CUYAHOGA COUNTY LIBRARY

The County Library, organized in 1924, has headquarters in the main building of the Cleveland Public Library. It was authorized by state law. Trustees are appointed by the

Common Pleas Court and the County Commissioners. Library service was established by popular vote in those communities not already provided with library facilities.

This library is equipped to serve the territory outside of the city of Cleveland through its twenty-one branches and forty-one library stations scattered throughout C u y a h o g a County.

Books for classroom use are sent to eighty-four public and parochial schools and to such institutions as Beechbrook Home, Parmadale Village, Blossom Hill School, Rainbow Hospital and Rosemary Home for Crippled Children. This includes special reference service to the teachers and story hours for the pupils.

The Book Car goes to other districts each week with books for the entire family. It has a capacity of over two thousand books.

Following are a few figures for the year 1937 from the report of the County Library:

Attendance at story hours and book talks	18,873
Book Car circulation	39,063
Classroom set circulation	100,967
Total book circulation	1,330,403

OTHER LIBRARIES IN GREATER CLEVELAND

The cities of East Cleveland, Cleveland Heights and Lakewood have their own libraries and appoint their own board members. The Shaker Heights Public Library has its own board of trustees and its own budget. Libraries for children in Shaker Heights are in the schools, under the supervision of the Shaker Heights Board of Education and the Cuyahoga County Library.

GROUP WORK AGENCIES : 1937

■ PUBLIC	Census Tract
Clavaland Board of Education - Community Centers	G-6
Athletic	
A. B. Hart	Q-3
Addison	L-5
Collinwood	Q-5
East	L-2
John Adams	U-1
Lincoln	D-4
Thomas Edison	L-4
West	A-9
Wilson	L-1
General	
Alexander Hamilton	T-7
Benjamin Franklin	E-8
Nathan Hale	T-6
O. H. Perry	Q-7
Patrick Henry	P-6
Paul Revere	T-5
South	O-8
Thomas Jefferson	B-8
Tremont	D-5
Warner	O-9
Wilbur Wright	B-1
Cleveland Division of Recreation	G-1
Central Recreation Center	I-3
Clark Recreation Center	B-6
Oranga Recraation Center	I-4
Portland-Outhwaite Recreation Center	I-8
St. Clair Recreation Center	K-5
Woodland Recreation Center	N-4
Cleveland Heights Division of Public Recreation	CH-7
Heights High Community Center	CH-7
Cleveland Public Library	G-6
County Recreation Commission	C-3
Lakewood - Division of Recreation	LW-13

● COMMUNITY FUND	Census Tract
Alta Social Settlement	R-8
Collinwood Social Center	Q-5
Boy Scouts of America	G-3
Citizens Bureau	G-6
Claveland Camp Fire Girls	G-7
Cleveland Girl Scouts	L-8
Cleveland Music School Settlement	R-9
Council Educational Alliance	
Mt. Pleasant House	S-8
East 105th St. House	P-4
East 55th St. House	M-8
East End Neighborhood House	S-3
Friendly Inn	J-3
Goodrich Social Settlement	G-5
Hiram House	J-2
Paul Revere Neighborhood Project	T-5
Merrick House	D-5
Negro Welfare Association	M-4
Neighborhood Association	H-7
Phillis Wheatley Association	H-8
Kingsley Arter Center	M-6
University Settlement	O-3
West Side Community Housa	C-6
Young Men's Christian Association	G-9
Boys' Home Branch	G-9
Broadway Branch	O-5
Brooklyn Branch	F-3
Cedar Branch	M-1
Central Branch	G-9
Downtown Boys' Y	G-9
East Cleveland Branch	EC-6
Fenn College	G-9
Lakewood Branch	LW-4
N.Y. Central Railroad Branch	Q-4
Young Men's Christian Association	
North East Branch	Q-3
University Circle	S-1
West Park Branch	W-6
West Side Branch	C-2
Young Women's Christian Association	G-7
Brooklyn Branch	E-7
East Side Branch	EC-5
International Institute	G-7
Lakewood Branch	LW-4
North East Branch	Q-4
West Side Branch	C-6

▲ OTHER PRIVATE	Census Tract
Woodland Center Neighborhood House	I-8

INDUSTRIAL AND RAILROAD PROPERTY

CEMETERY, PARK AND PUBLIC PROPERTY

Chapter 18

Vocational Guidance and Adjustment

Each rising sun o'erlooks a world of possibilities from which a child will make the choices that direct his fate.

Beatrice was nineteen and worked in a factory. "I just hate to wake up mornings", she would say, "and know I have to go to work. I'm willing to work but I wish I had an interesting job."

Beatrice had left school in the ninth grade to help support the family. All she knew about the work when she began was the wages. For two years she stood by faithfully, hating the work more each week. During the third year she grew rebellious, was cross at home, grouched on the job and demanded excitement evenings.

Across the street lived Jimmy who was the same age but who had had a different experience. From early boyhood he had ambitions to be somebody, but every year he changed his mind about what kind of somebody he'd like to be.

When he reached the eighth grade he consulted a Vocational Counselor in the Junior High School. This teacher helped him choose his courses. He was advised as to which senior high school could give him most of the courses he liked. He took some tests to find what kind of work he could do best. He was happy and interested all through high school and had a feeling he was getting somewhere.

Before graduation he was referred to the Department of Guidance and Placement at the Board of Education. There he received suggestions as to where he might look for work. When ready for a job, he knew where to go, how to present his application with some confidence in himself and the assurance that the School Placement Bureau would back him up with good recommendations.

One evening when Jimmy and Beatrice were out together they began to talk it over.

"Jim, how did you have the luck to find work you like so well", asked Beatrice. "I hate my job."

"It wasn't all luck", answered Jim. "I had lots of help. It all started the day I first talked to my Vocational Counselor at school. He helped me decide what I wanted to do."

"But I never knew what I wanted to do and I don't know now", said Beatrice. "I guess I never thought about anything but the money I could earn. How could I know beforehand what work I'd like and what I was fitted for?"

All Jimmy had time to tell her that night was that a lot of people in school don't know what work they're fitted for, and they don't know a growing occupation from a dying one. And if they knew where there was a job opening up, they wouldn't know how to apply for it.

Difference Between a Job and a Vocation

It is to help people to understand themselves and to decide in what work they are most likely to succeed that we have vocational guidance. A job may be just a way of earning a living. A ***vocation*** is an occupation chosen as a life work and should be something you like to do. Everyone ought also to have an ***avocation*** which is something different from the job. It's a hobby that rests you by the change from the job. Suppose a man works all day without exercise. Evenings and holidays it rests him to play ball or do something lively out of doors. If he likes athletics, games, dramatics, or

music, or makes collections of something—that's his avocation if he sticks to it long enough to get really interested.

Beatrice is like many others. A few fortunate people may know where they fit into the work-a-day world but many get sidetracked before they find out. Some people say they are willing to work at anything for which they will be well paid. Work chosen by chance is different from choosing a vocation. A vocation is to be undertaken seriously and with a good deal of preparation.

Vocational Guidance Defined

Vocational guidance is a form of social work because it studies the individual and it studies society and tries to fit one wisely into the other. The National Vocational Guidance Association defines guidance as "the process of assisting the individual to choose an occupation, prepare for it, enter upon and progress in it".

Study of the Total Personality

Every person has some natural endowment. This can be measured by tests. He has a school record which tells a great deal about him, the subjects he does best, his industriousness and general conduct. His family history and his behavior at home are considered, as well as his friendships and conduct in the neighborhood. This is his social history. Of course his health history is important. If he has any heart trouble or tubercular tendency, there are occupations he must shun. Finally, there are many tests he can be given to show his special abilities, his skills and aptitudes.

When such a study of the total personality has been completed, the skilled adviser can begin to explain what opportunities there are in occupations for which that person is suited. It may be he needs more preparation and must study further. Perhaps he can begin on a simple job, and by evening work or apprenticeship of some kind, climb to positions requiring special skill and paying higher wages.

Vocational Schools

Some public schools are known as vocational schools because they are giving pupils preliminary training for certain vocations. Many Cleveland high schools not only give training in technical and commercial subjects but are able to place many of their graduates in employment. Junior and senior high schools in Cleveland have selected teachers to assist pupils in choosing courses fitted to their abilities and practical needs.

Vocational Counseling in Public Schools

It is in the eighth and ninth grades that many pupils make important educational choices leading toward a vocation. Dropping out of school then very definitely limits the selection of occupation. Remaining in school for further preparation widens possibilities. The pupil chooses first the kind of high school he will attend, and within that school he chooses the courses he will take. The vocational adviser in the school is there to study the pupil's abilities, to explain to him conditions in employment, and to show him how to prepare for successful adjustment in employment.

JUNIOR PLACEMENT OFFICE
1380 East 6th Street

A Department of Guidance and Placement is maintained by the Cleveland Board of Education at its headquarters building downtown, free to any pupil in the public schools and to any resident of Cleveland between the ages of 16 and 21. The office keeps in close touch with employers to whom the service is also free. Information regarding the needs of employers is shared with the employment bureaus maintained by the different high schools.

CLEVELAND GUIDANCE SERVICE
118 St. Clair Avenue

To serve the young people who left school during the depression without being able to find work, the National Youth Administration (NYA) set up the Cleveland Guidance Service for those between 16 and 25.



Wanted—Training and opportunity for work

Courtesy of Cleveland Board of Education

It is now able to serve only those receiving NYA allowances through the Works Progress Administration. It is backed by an advisory committee of vocational counselors representing the schools and social agencies interested in the problem. Tests for ability, aptitudes and skills are given by psychologists. Social workers help in gathering social histories. Suggestions are made on how to apply for a job and where help in placement can be found.

COUNSELING BY PRIVATE SOCIAL AGENCIES

Welfare agencies recognize that unemployment and failure to adjust in employment are serious social evils which result in loss of self-respect, deterioration in personality, breaking up of families, delinquency and crime. Every agency does what it can to fight these evils but expert vocational counseling is an expensive service they cannot all afford. At times they are compelled to urge their clients to accept any job that is open.

A few agencies have been able to develop skilled service but as a rule they can serve only special groups of people, their clients. These are usually those who are suffering from some personal or physical disability, or discrimination due to race or religion. As far as possible, they wish to serve other persons held back merely by timidity and inexperience.

Child Guidance Clinic and Joint Psychological Service

The Child Guidance Clinic and the Joint Psychological Service give expert service to

several children's agencies and institutions, and are described in Chapter 10.

Guidance Department
County Child Welfare Board

The Cuyahoga County Child Welfare Board, a public agency for dependent children, maintains a Guidance Department to give skilled service to its wards. A record of children's birthdays is kept for the use of the Vocational Guidance Department. Each child is called to the office when he becomes fourteen and is questioned about his interests and his ambitions as far as he knows them. The psychologist gives him a whole series of tests to help in determining his abilities and his limitations. The vocational counselor then starts him thinking about work and studies which will be satisfying and lead toward something. He is helped in choosing a senior high school which will further the plan that is made jointly by the child and the counselor.

The Guidance Department has two trained psychologists and two vocational counselors who cooperate with the case workers. Their help is a substitute for the family influence which the child has lost but so greatly needs between the ages of 14 and 21.

Suppose a child of 14 is most interested in becoming a machinist, or entering any particular trade. The counselor will advise him as to the studies that will best prepare him. When he leaves school the counselor knows his grades, the results of his psychological and aptitude tests and can advise him where and how to look for his job. When the employer asks for a reference, the counselor is prepared to tell all the child's good points and, if necessary, his limitations. The Guidance Department is responsible for helping all wards of the County Child Welfare Board to secure employment on leaving school.

Vocational Adjustment
Jewish Social Service Bureau

The Jewish Social Service Bureau is not only able to help Jewish children to understand the special problems they may have to face in the working world, but it has a complete and well rounded plan for helping them to meet them. The three-way service includes a case-worker, two graduate psychologists, and two trained vocational counselors. This service is available to any high school student of the Jewish faith. Many junior high students are referred by teachers and principals from schools which do not yet have a complete service.

The Bureau is successful in finding work for some of the young people, especially those who have some special qualifications to offer an employer. Where the school record is good and the vocational and psychological tests indicate interest and ability, the vocational counselor suggests to a suitable employer that the young person can be useful to him. The agency has made a good name because it does not try to unload an undesirable candidate nor beg a job for someone just because he needs money. The Jewish Social Service Bureau maintains this service for Jewish agencies and for individuals of the Jewish race who may care to apply.

Placement Services for the Handicapped

Many other agencies do all they can to guide people wisely toward employment, but may not have a psychological and psychiatric staff. Placement service and much helpful guidance through enrichment and redirection are given by the Christian Associations (Y.M.C.A. and Y.W.C.A.). Social settlements, the Phillis Wheatley Association for colored girls, and the Negro Welfare Association give some service. Finding employment for the physically handicapped person is an important part of the work of the Association for Crippled and Disabled, the Society for the Blind, the Association for the Hard of Hearing, the Goodwill Industries. The Associated Charities is kept busy every day of the year trying to solve the problems of their mal-adjusted clients, so-called "unemployables" who may be employable after all if they once understand their own strength and weakness and will take up the struggle to overcome disabilities and build on such strength as they have.

Chapter 19

Services for the Physically Handicapped

Part I. SERVICES FOR THE BLIND

Helen Keller has said: It is the idleness rather than the darkness that is hard to bear.

BLINDNESS in the civilized world today is on the decrease. By the term "blind" is meant one who can not see at all, or one whose vision is less than one-tenth the normal vision. It is estimated that according to this definition there are about 100,000 blind persons in the United States, half of whom are over sixty years of age. There are approximately 1,000 blind persons in Greater Cleveland.

Causes of Blindness

Three-fourths of the blindness in the United States is due to disease, most of which is preventable. The remaining fourth is due to external causes including accidents.

General diseases which sometimes cause blindness are measles, meningitis and scarlet fever. These are communicable diseases which may be prevented. Two causes of blindness which are well under control in Ohio are (1) inflammation of the eyes of the new born baby and (2) trachoma. A state law requires the disinfection of the eyes of any baby born in a hospital or charitable institution of any kind. It also requires any doctor, nurse or midwife to report to the Department of Health within six hours the discovery of any inflammation or discharge in the eyes of a new born baby. Public health nurses treated the eyes of 559 new born babies in Greater Cleveland during 1937. As a result of this prompt care, there was not one case of blindness or even of impaired vision among babies during the year. Cleveland now has only eleven children below school age with seriously defective vision.

Trachoma, a disease which affects the eyelids, is highly infectious and accounts for much of the appalling blindness in Egypt and some of the Oriental countries. In the United States it has been lessened by restrictions on immigration, by the vigilance of the U. S. Public Health Service, and by sanitary laws such as requiring the use of paper towels in public places.

One-sixth of the blindness in the United States is due to accidents. The U. S. Department of Labor collects statistics to show the proportion of industrial accidents which involve the eye, and makes studies of occupations which are especially dangerous to vision. In Ohio the state laws requiring safety devices in factories and workshops, as well as the insurance provisions in the Workmen's Compensation law are helping to decrease industrial accidents.

Early Schools for the Blind

The first school for the blind was founded in France late in the eighteenth century by Valentin Hauy, the same man who in 1784 discovered quite by accident that the blind could be taught to read with their fingers, by means of raised letters. In the United States the first school for the blind was the Perkins Institution in Boston founded in 1829. It serves now as the Massachusetts School for the Blind and is a national center for doubly handicapped children, the deaf-blind. Shortly after 1829, two other privately supported schools for the blind were organized in New York and Philadelphia.

OHIO STATE SCHOOL FOR THE BLIND
Columbus

In April 1837, the Ohio legislature established at Columbus the first state tax-sup-

ported school for the blind in America. It was opened in rented rooms with five pupils. In 1839, land having been donated by interested citizens, the state erected its own building. In 1874 and again in 1935, extensive additions were built.

The two new dormitories, finished in 1935, are modern in every respect. The girls' dormitory contains a model house-keeping suite where for a six weeks' period the girls live in groups of four with their teacher of home economics. They do all their own housework and assume the responsibilities of home life. Both the new buildings supply additional space for vocational work which is one of the school's most important contributions. There are ten teachers in the vocational and pre-vocational department, covering the following subjects: home economics, printing, caning, broom-making, basketry, weaving, tuning, industrial arts, and applied arts. There are six teachers of music, giving lessons in voice, piano, organ, violin and band instruments.

Tuition and living at the State School are free. Parents are expected to care for children during school vacations and to supply clothing, incidentals and transportation to and from Columbus.

Any person between 6 and 21 years of age who is a resident of Ohio and blind or partially-sighted may apply. He will be visited by a field representative from the school whose duty it is to make sure the applicant is mentally capable of profiting by instruction and training, that he is free from infectious disease, and that his parents understand the needs of the child before and after entering school. Enrollment at the school has remained at a more or less stationary figure of 250 in recent years. Few students from Cuyahoga County attend the state school as it is primarily for those whose homes are located where there are no public school classes for the blind and no sight-saving classes.

For the centennial celebration of the state school in 1937, an historical pageant was prepared by the federal writers' project of the Works Progress Administration in Ohio. This pageant, called "Lifting the Veil", might well be reproduced, in part at least, by other groups of the blind elsewhere.

BLIND CHILDREN IN CLEVELAND PUBLIC SCHOOLS

Cleveland was the second city in the country to start classes for the blind in the public schools, Chicago having organized the first classes in 1908. After observing the work there for a year the Cleveland Society for the Blind employed Robert B. Irwin in 1909 to teach the first special class for the blind in Cuyahoga County. Mr. Irwin, who was himself blind, had prepared to teach and had done graduate work at Harvard. After fourteen years with the Cleveland public schools, Mr. Irwin became Research Director, and later, Executive Director of the American Foundation for the Blind, with headquarters in New York.

Mr. Irwin believed that it was to the advantage of blind children to be educated in the public schools of their home communities. He maintained that children sent away from home to a state school or institution became strangers to their own families; that they later had difficulty in adapting themselves to conditions in their homes and communities; that it was better for them to mingle with seeing children; and finally that families and communities should be expected to do their part in finding ways to help the blind graduates to normal living.

STATE AID FOR EDUCATION OF BLIND CHILDREN

The Cleveland plan for the education of blind children in the public schools has become more and more widely accepted throughout the country. In 1913, due largely to Mr. Irwin's influence, a state law was enacted which provided for state aid to special classes. The state pays whatever it costs to maintain these classes above the amount required to educate the average normal child. Books printed in braille are more expensive.



In a world of darkness where feeling must take the place of seeing

Courtesy of Perkins Institute & Massachusetts School for the Blind

Teachers of braille have to be specially trained. Additional opportunities for musical training are desirable, and special vocational guidance is necessary. The state also employs home teachers and readers for blind children, if conditions warrant.

Children in rural and suburban areas may have transportation provided or be boarded near some school with a special class, at state cost. If necessary, guides are provided to accompany pupils to and from school on street cars. It is considered better training for the child to ride the street cars as other children do, rather than to use taxicabs. Every effort is made to encourage children to accommodate themselves to natural conditions and just as far as possible to prepare them to earn their own living. They are helped to think of themselves as capable of leading happy, useful lives, and of fitting into community life in every possible way.

BRAILLE CLASSES

To Louis Braille, the blind son of a French harness maker, belongs the credit of developing the system of printing by means of raised dots which enables the blind to read with their finger tips. It has been called the braille system in his honor. Different systems were developed in different countries. In 1917 a uniform type commission finally secured the adoption in America of the improved British braille. All blind pupils in Cleveland have been taught this system since 1916.

The first class in braille for blind pupils of the Cleveland public schools was opened as an experiment in 1909, with six pupils. The number increased gradually until a maximum of forty-eight was reached in 1919. Since that year the number declined, until now it is practically stationary. This is due to effective work for the prevention of blindness and increase in sight-saving classes for pupils with partial sight. For fifteen years the number in braille classes has averaged thirty-six. The normal ratio to be expected under present conditions is one blind pupil for every 5,000 of the school population.

In 1938 there were three braille classes in Cleveland, one in junior high school and two in an elementary school. Pupils are referred by physicians and their placement is subject to the recommendation of the school oculist. Their vision may range from total blindness to sight enough to get around comfortably but not enough to read large print.

The course of study differs from the regular course only by prescribing type-writing, additional handwork and music through junior high school and by adapting art work to such forms as modeling. Pupils attend oral recitations with sighted children in their own grades.

Considerable attention is given to the social training of the blind child. It is frequently necessary to teach details of good manners which the sighted child learns by imitation. The visiting teacher begins by becoming acquainted with the child in his home before he enters kindergarten. She encourages both the child and his parents to correct unpleasant physical habits resulting from blindness and pampering. She persuades the parents to allow the child to join in recreation with other children, to attend church schools, and such groups as Boy and Girl Scouts. She helps guide the child toward the work for which he is best fitted.

SIGHT-SAVING CLASSES

The department under the Board of Education, formerly known as the Department for the Blind, is now called the Department of Sight-Saving and Braille. The new emphasis is on prevention of blindness and conservation of vision. Cleveland and Boston were the first cities in the United States to organize separate sight-saving classes for children with serious eye defects. It is found difficult to teach partially sighted pupils in the same classes with blind pupils. Partially sighted children can see enough to get around but can not read the ordinary print in school books. They have more in common with sighted children than with blind. Reading with their fingers is unsuited to their needs, as they are tempted to try to see the braille dots, which is harder on their eyes than black print.

In September 1913, the first sight-saving class was organized in the Cleveland schools with eight pupils. In the spring of 1938, there were 350 pupils in 21 classes; 184 were in elementary schools, 119 in junior high, and 47 in senior high. The increase in numbers does not mean that there are more children with defective vision in recent years, but rather that these defects are more quickly recognized because of adequate medical inspection in the school. Teachers, doctors and parents are more alert to protect such sight as the children have. Near-sighted (myopic) children benefit greatly from these classes. As a general rule, one out of 500 school children will be found to need the training and eye hygiene given in sight-saving classes.

Classes are located in schools accessible to car lines. Rooms are usually on the north side where there is no direct sunlight to produce glare. Desks with adjustable tops are movable so that the children may draw them near the blackboard or the window. A suitable system of artificial lighting is used on dark days. Walls, ceilings and wood surfaces have a dull finish to prevent glare. School books are printed in large type on unglazed paper. Large soft chalk is used on the blackboards. Each room has a piano for music and eurhythmics, taught by a special teacher. Music must be an important source of recreation for the child. Eurhythmics is training for posture, poise and grace by adapting movements to musical rhythm. It is particularly needed by sightless pupils whose movements tend to be stiff and awkward because they cannot see.

After preparing their work in the special rooms which provide protection for their eyes, most pupils return to the regular grades to recite. This helps train them for

working conditions in later life when they must compete with other children.

All children in the Cleveland public schools have their vision tested in the first, third, sixth and ninth grades. In addition, any teacher who notices a child having difficulty in seeing the blackboard, or holding the book close to his eyes, may refer him to the school nurse for examination. The nurse will ask parents to take children who need attention to an eye physician. When they cannot afford private care, appointments are arranged by the nurses for the eye clinics held at three schools in different parts of the city.

Every child in a sight-saving class is repeatedly checked by the eye specialist. All his work is done under the doctor's prescription. The doctor, along with the teacher, helps to arrange the course of study. A visiting teacher calls at the home and explains the doctor's plan for the child and confers with the parents about his needs, his recreation and health habits. By such means the weak vision of some children is strengthened. In other cases it is held stationary and deterioration prevented.

Guidance in choosing a vocation, training for that vocation, and some assistance in obtaining employment are also attempted by the school.

Training courses for teachers in sight-saving classes are given in Cleveland every other summer. Teachers from many states attend the courses which are given at Western Reserve University.

Special classes and special training increase the amount which the taxpayer contributes to education, but do not cost nearly so much as life-long care of the helpless blind. There is increased benefit to the community because morbid, dependent persons become happy, self-reliant citizens.

CLEVELAND SOCIETY FOR THE BLIND
2275 East 55 Street

The Cleveland Society for the Blind, supported by the Community Fund through the Welfare Federation, was organized in 1906 "to promote the interests of the blind and open to them all possible avenues to independence through investigation, education and recreation". It is the parent organization from which has developed most of the work for the blind in Cleveland and much of the work in the state. Grasselli House, located at 2275 East 55th Street, is headquarters for the Society's work which is primarily for the adult blind. The house is the old home of Caesar A. Grasselli, who gave it to the Society in 1919. A modern fireproof shop was built in the rear for broom-making. Just south of Grasselli House there was erected in 1937 a new brick building, two stories high, for other shop work suited to the blind.

One of the greatest needs of a blind person is for an occupation suited to his handicap. The Society for the Blind has an employment secretary on its staff whose aim is to put work into the hands of every employable blind person. The Society maintains that no person should be encouraged to sell on the street if in doing so he uses his blindness to attract people's pity. A feeling of uselessness is a mental and emotional handicap to the blind, so every effort is made to teach them self-reliance. This is also the aim in the schools and the sheltered workshops.

The ***sheltered workshop*** provides the handicapped person with opportunity to earn money and acquire experience under careful supervision while protected from harmful strain. Such work includes broom and brush making, chair seating, basket and door mat making, leather work, hand and machine sewing, weaving, and tag wiring. For many years the Boy Scouts have helped by selling brooms made by the blind, the Society paying the boys a small commission.

Operating candy and tobacco stands is a business well suited to blind men and women. The first such stand was opened at the Morgan Lithograph Company in 1923. Between 1923 and 1938, the Society for the Blind secured 30 such concessions. It erects and equips the booths, advances money for the

first stock and furnishes continuous advice and supervision.

In 19 welfare institutions in Cleveland there are 120 blind people. The Society sends a "home teacher" to such of them as can profit by it, as well as to the blind who live in their own homes. The largest group is at the City Infirmary in Warrensville. The daily newspaper is sent to them and an arrangement made with a sighted person to read aloud. The Society has also given them a radio and victrola.

There are 132 colored blind persons in Cleveland. Working for them is a committee of women organized by the Negro Welfare Association in 1922. These volunteers make home visits, help with shopping, getting to church, and providing recreation. A club for the colored blind meets regularly at Grasselli House and a chorus of mixed voices practises there.

Courage and happiness are stimulated through recreational opportunities provided by the Society for the Blind. Sightless people need to forget their handicap and to be protected from too much sympathy and pity. By association with others in club life and social affairs; by participation in dramatics, concerts and summer camp activities, they come to feel more like other people and less set apart to "walk in darkness". The blind are particularly responsive to music and every year hundreds of tickets are distributed to them for theaters, concerts and operas.

Summer Camp

Highbrook Lodge at Chardon, thirty miles east of Cleveland, is a summer camp maintained by the Society for the Blind. After the experiment in camping tried out in 1927 had proved successful, three friends of the Society donated the present camp in 1928. The Lodge is a remodeled farm house which, with several cottages, accommodates thirty guests. Groups of men and women alternate every ten days during the summer season. Each one helps with some part of the work. Guiding wires are strung to lovely spots in the camp's twenty-three acres so that all can take walks unassisted. There is much reading aloud, playing of games and enjoyment of music. Nearly every group gives a stunt night. The camp experience results in permanent improvement in health and spirits.

PUBLIC LIBRARY SERVICE

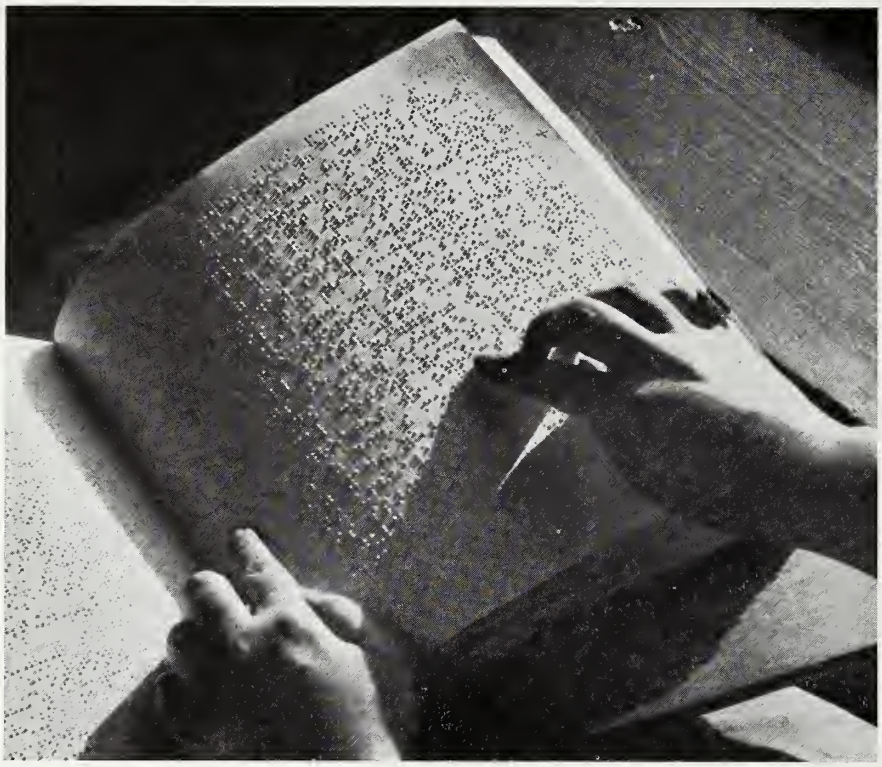
The Department for the Blind in the main branch of the public library contains over 20,000 books. Some are printed in braille and some are *talking books*. These latter are records for the phonograph which play for forty minutes and are simple to operate. In 1937 Congress appropriated $175,000 for talking book records. Many persons who lose their sight late in life do not have the sensitive touch which enables them to learn the braille system. For them the talking books are especially valuable. Phonographs to operate the talking book records are loaned by the Society for the Blind.

AMERICAN PRINTING HOUSE FOR THE BLIND

The American Printing House for the Blind at Louisville, Kentucky, provides literature and appliances for the blind at cost. Aided by a subsidy from the United States government, it distributes books to all free public educational institutions for the blind. Books printed in braille are heavy and expensive. Without government help they would be beyond the reach of most blind persons. The government arranges for their distribution through the mails without cost. The Readers Digest Magazine is now printed in braille at a subscription price of $10 a year.

AMERICAN FOUNDATION FOR THE BLIND

The American Foundation for the Blind is a privately supported organization with headquarters in New York. It conducts research and furthers legislation for the blind. It secured passage of a law which permits a blind person and his guide to travel on railroads and bus lines for one fare. It ar-



The blind must read with their fingers

ranges for discounts on phonograph records, watches and radios for the blind. It has produced an improved braille typewriter and the talking books. It maintains a reference library, a bureau of information, and publishes two magazines. Each year it grants scholarships to promising young people who are blind.

NATIONAL SOCIETY FOR THE PREVENTION OF BLINDNESS

The National Society for the Prevention of Blindness, with headquarters in New York City, was founded in 1915. It is constantly studying the causes of blindness and promoting measures to eliminate them. Through popular literature it tries to help people understand how to avoid loss of vision by fighting certain diseases and by preventing infections and accidents to the eyes. It promotes sight-saving classes in the schools. In order to make sure doctors' recommendations are understood and carried out, it encourages medical social service in hospitals and eye clinics.

SIGHT SAVING COUNCIL OF CLEVELAND

The Sight Saving Council of Cleveland was organized in August, 1934. Its purpose is (1) to endeavor to determine, through study and investigation, ways and means which will further the preservation of human eyesight and (2) to spread as widely as possible information that is accurate and scientific regarding conservation of eyesight. Through booklets, newspapers, radio and public addresses this information is made available in simple and effective ways. Lectures by a blind man, accompanied by his Seeing Eye dog, have been given at high school assemblies.

Booklets published by the Council and distributed free include the following:

1. Champion Eyes
2. Eyes in Danger and How to Protect Them
3. Light for Sight and Safety
4. The Redemption of Darkness
5. Your Baby's Eyes
6. Your Eyes

The General Committee of the Council has a membership of some two hundred men and women from Cleveland and its suburbs. The Executive Committee is composed of doctors, scientists, nurses, social workers, and civic leaders—representatives of health agencies, Academy of Medicine, Opthalmological Club, Safety Council, and Electrical League.

OHIO COMMISSION FOR THE BLIND
Columbus

In 1937 there were slightly over 12,000 blind people in Ohio and 1,154 in Cuyahoga County. This we know because the state law requires the Ohio Commission for the Blind to keep a register of all blind in the state. This Commission was created in 1908. It consists of five members appointed by the governor. The superintendent of the State School for the Blind is a member ex-officio. Members of the Commission serve without pay for terms of five years. The Executive Secretary of the Cleveland Society for the Blind is now the member from Cleveland.

The aims of the Commission are (1) to prevent blindness; (2) to furnish instruction and employment for the adult blind; (3) to assist the blind in finding a market for their products; and (4) to improve the condition of the aged and infirm blind.

Home teachers are employed by the Commission to visit blind adults in their homes, teaching them to read and write, and giving instruction in suitable handcrafts. When pupils are capable of making products for sale, they are sent materials from state headquarters. These are returned to the Commission, when finished, to be sold mostly through volunteer committees scattered over the state in connection with women's clubs, church organizations and other groups.

Blind men between 25 and 55 years of age in rural communities may have their board paid in Columbus while receiving instructions at the Trade Training School. When their course is completed, they return to their homes and are helped to set up business for themselves.

AID TO THE NEEDY BLIND

The first so-called "blind pension" law in Ohio, passed in 1904, was declared unconstitutional. It was re-enacted in 1908 and permitted counties to pay a yearly pension not to exceed $150 to persons who, "by reason of loss of eye sight, were unable to provide themselves with the necessities of life and who would otherwise become a charge upon the public".

After operating for four years under the Probate Court, this law was declared unconstitutional. In 1913 another law was passed placing relief of the blind under the Board of County Commissioners. The maximum amount of the pension was increased to $400 for one person and $300 each for husband and wife. This law held until the Social Security Act was passed.

AID TO THE BLIND UNDER THE SOCIAL SECURITY ACT

In April 1936, the Ohio law became effective which enabled the state to share in federal funds for the blind. The Ohio Commission for the Blind was designated as the state agency for supervision of aid to the blind. Persons are not granted aid just because they are blind but because they are *in need* and unable to support themselves because of blindness. Other requirements are as follows:

Age: 18-65 years.

Residence: applicant must be able to meet residence requirements in both state and county.

Proof of need in the form of certified statements:

(1) from registered physician skilled in diseases of the eyes.

(2) from two reputable residents of the county affirming that applicant is blind and in need of relief.

The law specifies that relief is to be paid monthly and fixes the maximum amount that may be allowed from federal funds at $15 per month. The recipient may not be an inmate of a public institution nor may his allowance be continued after he reaches the age of 65 and becomes eligible for old age assistance.

The amount of relief granted any blind person is determined by the County Department of Aid to the Blind. A budget is made for each person's needs on the basis of which the county pays him a monthly cash allowance. The state then reimburses the county for one-third the amount, and the federal government for one-half, so that the county actually pays only one-sixth.

During 1937 about $70,000 was paid as aid to the blind in Cuyahoga County. About 300 persons received aid, the average grant being $20 a month.

Part II. SERVICES FOR THE CRIPPLED AND DISABLED

Michael Dowling, who lost two feet and one hand said: "A man is a cripple only when he permits his mind to dwell on his loss."

A CRIPPLE is a person whose natural bodily movements are in some way restricted or impaired. The word "cripple" comes from an old Anglo-Saxon word meaning to "creep". When babies are born crippled, the deformity is called *congenital.* When the crippling occurs after birth as a result of disease or accident it is *acquired.*

In olden times before the discoveries of medical science, people used to think that physical deformities were sent by God to punish sin. In some ancient countries crippled children were exposed to die, and adult cripples were banished or abandoned. Throughout the Middle Ages, cripples supported themselves by begging in public places and children were mutilated (injured) to make them valuable as beggars.

The first constructive treatment was given to crippled children at an institution founded in 1780 in Switzerland. Institutions for the care and education of crippled children were established in Munich in 1832, in Paris in 1853, and in New York in 1863. In 1897 Minnesota became the first state in the United States to provide for crippled children at public expense.

Early Ohio Laws for Crippled Children

In 1902 the Ohio legislature passed a law authorizing the appointment of a state commission to choose a location for an Ohio Institution for the Treatment and Education of Deformed and Crippled Children. This law was never put into effect; first, because sufficient money was not appropriated and secondly, because well informed people advised against a state institution. To equip a state hospital would have meant duplicating the expensive equipment available in many hospitals already in existence. It would also mean transporting children long distances from home with consequent periods of homesickness. Laws passed in 1921 made it possible for children to have care in hospitals near their own homes under the oversight of a skilled staff of orthopedic nurses employed by the state to make the arrangements with the hospitals and the orthopedic surgeons. These laws were secured because of the interest of the Ohio Society for Crippled Children.

Ohio Society for Crippled Children

In 1919 the Ohio Society for Crippled Children was organized under the inspiration of Edgar Allen of Elyria, affectionately known as "Daddy Allen". Following the death of his own son in a street car accident, he dedicated his life to promoting work for crippled children.

Under the leadership of Daddy Allen the Rotary Clubs of Ohio organized not only the Ohio Society for Crippled Children, but also in 1921 the International Society. Headquarters of the International Society are at Elyria, Ohio. It publishes a bi-monthly magazine called ***The Crippled Child*** which goes to thirty-six countries in Europe, Asia, Australia, North and South America. In 1938 the International Society held its annual meeting in Cleveland and delegates from Europe and South America came to observe the work for crippled children in Ohio.

Studies made in Chicago and Cleveland show that approximately six out of every one thousand persons are crippled. Of these

a majority are crippled before the age of six. According to a recent estimate, 90% of these could escape deformity if treatment were given in time.

Causes of Crippling

The principal cause of crippling among children is infantile paralysis, for which there is yet no effective weapon; then come second, the congenital deformities, most of which can be corrected; third, tuberculosis of the joints, which is growing less all the time due to protection of the milk supply; fourth, rickets, due to undernourishment; fifth, venereal disease present in the mother; sixth, accidents and injuries of which there are far too many; seventh, spastic paralysis (cerebral palsy), often due to injuries at birth.

For adults, war is a great menace. More than seven millions were crippled in the World War. Of these, 160,000 were soldiers of the United States. In the undeclared wars in China and Spain, civilians as well as soldiers have been crippled.

Section A. Privately Supported Services

THE CLEVELAND ASSOCIATION FOR THE CRIPPLED AND DISABLED
2233 East 55 Street

Work for crippled children in Cleveland was begun by two groups of generous and kind-hearted girls in the '80's. One group was called the Rainbow Circle of Kings Daughters and the other, the Sunbeam Circle. Rainbow Hospital for crippled children developed from the work of the Rainbow Circle and is described on page 176.

Sunbeam Circle

The Sunbeam Circle was a group of girls from eight to ten years old who set out in 1889 to provide amusement for bed-bound children in Lakeside Hospital. In the fall of 1900, with the help of a horse and an omnibus which had been given them to haul the children, they established the first kindergarten for crippled children at Alta House, a social settlement on Mayfield Road. One year later, the kindergarten was taken over by the Cleveland Day Nursery and Kindergarten Association and the Circle was free to begin other work. In the neighborhood of the Goodrich House Social Settlement classes for crippled children in the primary grades were started next. From these classes developed the present Sunbeam School.

Nine years later (1910) both kindergarten and grade school were taken over by the Board of Education and cared for at the Willson School, 1625 East 55th Street. The Sunbeam Circle contributed funds for transportation of the children, nourishing lunches, and a visiting nurse until 1913. During the school year, girls were taught sewing and boys manual training. During the long summer vacation the Sunbeam Circle conducted a class in sewing for school children. For those past school age, the sewing class was continued the year around and from this developed the Sunbeam Training School and Workroom.

This history is given in some detail not only to tell the story of work for crippled children but because it is typical of the way in which social work has grown from small beginnings undertaken by groups of unpaid benevolent women.

Sunbeam Association

By 1916 the Sunbeam Circle had expanded to become the Sunbeam Association and was planning for the industrial training of physically handicapped women. In that year was undertaken the first city-wide census of cripples in this country. The Welfare Federation of Cleveland, aided by funds from the Sunbeam Association, conducted a house-to-house canvass. They found over 4,000 physically handicapped persons and presented a remarkable report which showed not only the number and the needs of crippled persons but their capacities and possibilities.

Aims of Association for the Crippled and Disabled

In 1918 the Association for the Crippled and Disabled was established upon the recommendation of the survey, to combine the different kinds of work for the handicapped of all ages in Greater Cleveland. It was an example of wise community planning to prevent duplication and wasteful competition of effort, and to make sure that service was as well-rounded and complete as finances would permit.

The purpose of the Association is stated in the articles of incorporation in these words: "to make possible for every physically handicapped person in Cleveland and vicinity —the best physical condition he is able to attain, the most useful education he is capable of grasping, and the most suitable employment he is competent to undertake."

The Association is a member of the Cleveland Welfare Federation, receiving support from the Community Fund.

Orthopedic Center

An orthopedic center was established in 1922 in a house at 2233 East 55th Street which was bought with contributions from generous and interested people. *Orthopedics* is a medical term meaning the correction or prevention of deformities. "Orthos" is the Greek word meaning "to make straight" and "pais" meaning "child"—"to make straight the child." Physicians who have specialized in the care and treatment of crippled children are called orthopedists. At the orthopedic center were located the offices for the Association for the Crippled and Disabled, a brace shop, an office for the social service work of Rainbow Hospital, the Cleveland branch of the Civilian Rehabilitation Service, and the Rotary Club service to crippled children. In 1937 a new building was erected at 2239 East 55th Street to provide larger quarters for the expanding work. It houses a warm water pool which can be used for therapy.

Forms of Therapy

Therapy is the treatment of disease. Therapy under water is called *hydro-therapy*. Muscles can be re-educated under water without the danger of weight bearing. The effect on circulation and nerves is good and the sensations enjoyable.

Physical therapy, or *physio-therapy*, is much used in treating physical handicaps. Persons skilled in muscle training, corrective exercises and massage for strengthening weakened muscles and limbs are called physiotherapists. Hospitals and schools for crippled children employ physiotherapists. The Association for the Crippled and Disabled has a bus, which was given by the Rotary Club, to take crippled patients to and from the hospitals that they may have regular treatments in physiotherapy.

In *occupational therapy* a person is given work and play carefully chosen to strengthen his muscles and stimulate his interest. In the curative playroom under the careful supervision of a physiotherapist, the children are given corrective exercises in the form of games which they play in groups. Wholesome, happy relationships help them to overcome timidity and fear and to lose their feelings of self-consciousness. Several hospitals employ staff members of the Association for the Crippled and Disabled on a part-time basis to conduct occupational therapy.

Workshops and Home Industries

A department of workshops is shared by the Cleveland office of the Vocational Rehabilitation Service and the Association for the Crippled and Disabled. They are spoken of as *sheltered workshops* because the workers are sheltered. Regular year-around employment is provided for men and women in hand and power machine sewing and in the manufacture of toys, wooden household furnishings, and novelty items. Every worker is employed under a doctor's prescription and only light work is given those not able to work a full day. Work at home is provided for men and women whose handicaps are so great they cannot leave home. A sales shop called the Sunbeam Shop is conducted entirely by volunteers for the sale of articles.

During 1937 the sum of about $1000 per month was paid by the Association for the Crippled and Disabled to workers in their industries.

Social Service Department

The social service department of the Association is concerned with the total person, not just his handicap. Its purpose is to help him to accept his handicap and make the best of it; to realize that what matters most is not what has gone but what is left; to help him and his family to find "hidden strengths behind the limp in the empty sleeve."

The final necessity is to encourage everyday people—family, neighbors, comrades—to cease pitying the handicapped person or thinking of him as in any way different from others, but to see to it that he has the same opportunity for work, play and self-reliance.

RAINBOW HOSPITAL FOR CRIPPLED AND CONVALESCENT CHILDREN

Green Road, South Euclid

In 1924 Rainbow Hospital for Crippled and Convalescent Children was affiliated with Western Reserve University for teaching purposes and in 1926 it became the fourth member of the University Hospitals.

Early History

On Thanksgiving Day, 1887, a Circle of King's Daughters was organized by a group of young women and called "The Rainbow Circle." In the summer of 1891 they rented a house on the lake shore at the foot of Doan Street (now East 105th Street) with fourteen acres of land. The original plan was to take fifteen children at a time from the city and give them a two weeks' outing. Money was raised by donations, the proceeds of an annual ball and by the sale of "fancy articles." During the year 1891 they incorporated their work under the name of Rainbow Cottage and cared for a total of thirty-two children who had been referred by physicians for their convalescence.

By 1901 the cottage had become too small for the children in need of care. A new Rainbow Cottage was built on Richmond Road near Mayfield, and a year-around program started. After it was destroyed by fire in 1904, the present site on Green Road was purchased and the third Rainbow Cottage was prepared to carry on the work.

In 1905 another group of young women who had been caring for convalescent children at "Kinderheim" (home for children) joined the Rainbow group. In 1913 the name, Rainbow Cottage, was changed to Rainbow Hospital for Crippled and Convalescent Children. The present building with one hundred beds was opened in 1928.

Modern Equipment

Rainbow was one of the first institutions in the United States to install a pool or underwater gymnasium for the correction of defects which follow infantile paralysis. The hospital is built all on one floor in a semicircle facing southeast and on pleasant days the beds and carts are rolled out onto the sun porches and lawns. A special ward is provided for children who are suffering from heart disease. The children needing surgical operations are sent to hospitals in town but the subsequent care at Rainbow is complete, efficient and effective. An X-ray machine, apparatus for physiotherapy, trained nurses and two internes from the University Hospitals provide service.

School and Recreation

Because many of the children must remain a long time, school and play are provided to keep them occupied and happy. Teachers are supplied jointly by the Board of Education of South Euclid and the State of Ohio. A full-time director for recreation is employed. The children have individual toys, are taught handcraft and enjoy group play. On the grounds is a nature trail with log cabins for picnics. In summer a splashing fountain surrounded by bright colored flower gardens makes the grounds a vision of beauty.

The Kiwanis Club supplies a nursery school teacher and Rainbow is proud of having had



Beds on wheels to follow the sunshine at Rainbow Hospital for Crippled Children

one of the first nursery schools in the country. Social workers are shared with the other University Hospitals. Work for crippled children is expensive because of the apparatus required and the long-time care. County funds help pay for those children who are made wards of the County Child Welfare Board. Additional funds are made available by the Social Security Act, the Benjamin Rose Institute, the Community Fund and the Cleveland Foundation.

ROSE-MARY HOME FOR CONVALESCENT AND CRIPPLED CHILDREN
19350 Euclid Avenue, Euclid

The Rose-Mary Home is for physically handicapped children who are in the process of getting well but cannot be given the protection they need in their own homes. The business of getting well or of getting used to a physical handicap is sometimes a long, slow process. While sick in bed a child-patient may be better off in a hospital but when he is able to get around again it is often better for him to leave the hospital. It is also important that the hospital beds be kept for those who are acutely ill and in need of day and night care.

Some children cannot get the care they need at home. There may be a medical reason, such as the need for special treatment in physiotherapy; or there may be a social reason, where the child's mother is ill or obliged to work, or where there is some special trouble in the family, or perhaps no home at all. Sometimes the children may have heart trouble or may need special care because of spastic cerebral palsy.

Applications for admission to Rose-Mary are made to the Catholic Charities Bureau. They are passed upon by a social service committee which meets each week at the Home. This committee considers not only the child's condition but the situation in his own home. The attitude of the parents and relatives toward the child's handicap is important, as well as the child's own inclination to accept it bravely or to rebel against it. If the child is to make a satisfactory recovery with adjustment to living and working conditions he must want to show the world that he can be happy and accomplish things in spite of his handicap. Association with other children making the same struggle is often an

encouragement that could not be provided in his own home—desirable as that would be.

The Rose-Mary Home was made possible through the generosity of Caesar A. Grasselli. In 1922 he gave this home to the Cleveland Catholic diocese in memory of his wife. For this reason it is sometimes called the Johanna Grasselli Home for Crippled Children.

Rose-Mary is under the charge of a Catholic order of nuns, the Sisters of the Humility of Mary, and receives support from the Community Fund distributed through the Welfare Federation. It serves both Catholic and non-Catholic children. Children from the Catholic diocese outside Cleveland are aided when necessary by the Catholic Charities Corporation.

The main building is a frame house set high above the street in the midst of trees and shrubbery in a secluded spot of great natural beauty. A visitor quickly feels the charm of the homelike atmosphere. A second building includes a school room, play room and places for treatment, including a swimming tank and gymnasium. A full time physiotherapist is employed to supervise corrective exercises, use of the pool, therapy lamps, and other apparatus.

School is provided from the first through the seventh grade. The teaching is by two nuns who follow the Cleveland parochial school curriculum. Special training in music and a rhythm band for the younger children afford pleasure as well as practice.

On the admission committee and later in the follow-up after discharge, there is close cooperation between the Catholic Charities, the Children's Bureau, the Association for the Crippled and Disabled, and the County Child Welfare Board.

BENJAMIN ROSE FUND

Funds for the treatment of crippled children were left by the will of Benjamin Rose, whose wealth was invested as a trust fund for benevolent purposes (see page 227). Other bequests have been added which make possible annual appropriations to extend and improve work being done for physically handicapped children in Cleveland. For example, a ward at Rainbow Hospital was made available for the care of *cardiac* children (those with heart trouble who need prolonged rest under controlled conditions); at the Association for the Crippled and Disabled, a physical and occupational therapist has been employed for spastic children (those suffering from cerebral palsy); an occupational therapist has been supplied at Mt. Sinai Hospital; and a physical therapist provided for home-bound cripples. New occasions will doubtless bring new needs and the appropriations will change with them from year to year.

NATIONAL FOUNDATION FOR THE CONTROL AND TREATMENT OF INFANTILE PARALYSIS

There are two national foundations for infantile paralysis. Since 1927 at Warm Springs, Georgia, there has been a center for study and experiment in the treatment of after-effects of the disease. President Franklin D. Roosevelt, who is a victim of infantile paralysis, has headed the board of directors. Funds to support the work have been raised by parties and balls to celebrate his birthday on January 29 each year since 1935.

In the fall of 1937 Mr. Roosevelt announced that the money raised in January 1938 would be used to form a new National Foundation for Infantile Paralysis with headquarters in New York. Over a million dollars was raised and a new board of trustees organized to administer the fund. Previous to 1938 the money raised on the president's birthday was divided 70 - 30 between the Georgia Warm Springs Foundation and the local community "to lead, direct and unify the fight on every phase of this sickness; to help finance responsible research agencies to carry on investigations into the cause of infantile paralysis and the methods by which it may be prevented; and to eliminate much of the needless after-effect of this disease."*

*President Franklin Roosevelt's statement of November 8, 1937.

Because infantile paralysis attacks persons of all ages and is the principal cause of crippling among children, it is important to find the germ or the cause. It is also important that the right treatment be given immediately upon attack by this disease. It has been discovered that prompt treatment can often prevent crippling.

Section B. Tax Supported Services

VOCATIONAL REHABILITATION

In 1918, the last year of the World War, the United States Congress passed the Vocational Rehabilitation Act to provide funds and services to enable soldiers, sailors and marines disabled in the war to get training for jobs suited to their crippled condition. Vocational rehabilitation means restoring people to a condition in which they can earn their living.

Federal Provisions

In 1920 Congress passed the Industrial Rehabilitation Act which created a bureau in the United States office of education to promote vocational training of persons disabled in industry. Persons are also entitled to this service who are physically handicapped from birth or who have acquired handicaps which prevent their securing employment they might otherwise have. Funds are granted the states in proportion to their population provided they accept the terms of the act. The money is granted on a matching basis; that is, for each dollar of federal money, another dollar of state money must be used.

State Services

The Ohio Bureau of Vocational Rehabilitation is a part of the state department of education. It employs a staff of specialists to decide upon the persons most likely to benefit from this service. To be accepted, disabled persons must be of suitable age and mentality and must be citizens of good character, interested and willing to submit to training or retraining, as well as being physically and temperamentally suited for such service. Those past the normal working age are not accepted. The bureau does not accept disabled persons for service unless they are prepared to help themselves in every possible manner, inasmuch as the bureau cannot perform miracles. It can only help a man to help himself. Applicants are expected to have finished high school or at least the amount of schooling required by state law.

Each disabled person accepted for service is helped in the following ways: (1) he is encouraged to find ways and means of obtaining the best possible physical correction; (2) he is given guidance and training; and (3) he is helped to secure employment.

Cuyahoga County Services

During the year ending June 30, 1938, there were 279 persons in Cuyahoga County aided by the state bureau. The cost to the state and federal government was approximately $25,000. Cuyahoga county is one of the twenty-five counties in northeastern Ohio under a district supervisor whose office is at 2239 East 55th Street, Cleveland, in the building owned by the Association for the Crippled and Disabled. Education and training are purchased in suitable local institutions or in industries accepting apprentices or in the workshops of the Association for the Crippled and Disabled. Case work service when needed is provided through local agencies.

WORKMEN'S COMPENSATION

Workmen's compensation is a form of accident insurance which is granted by the state or an employer to a workman for injuries received while at work. It is administered by the State Department of Industrial Relations from the State Office Building, Columbus. It contains no plan or provision for re-training but applicants for compensation are frequently referred for retraining to the Bureau of Vocational Rehabilitation.

Ohio began in 1911 to grant compensation for injuries in industry. The law has been many times amended. Employers of three or more persons are now required to contribute to a state insurance fund unless they prefer to insure their workmen in an approved private company. One of the benefits of this law has been a greater precaution to prevent industrial accidents and the introduction of many safety devices.

OHIO PLAN FOR CRIPPLED CHILDREN BEFORE SOCIAL SECURITY ACT

The state of Ohio had a well developed program for crippled children, promoted by the state departments of education, health and welfare, for fifteen years before the federal Social Security Act was passed. The great difficulty in those years was to find money for the expensive operations and treatments.

The Ohio law of 1921 required the *state* to employ a staff to find the crippled children and to arrange for their care, but it required the *counties* to pay the cost of medical, surgical and hospital treatment. The state had a rotary fund from which it advanced the money to pay these costs. It then tried to collect from the counties to reimburse the fund. Rural counties especially were always behind in their payments. The rotary fund was repeatedly exhausted and the work blocked because the counties found it almost impossible to raise the money to pay the state. Counties could raise their money only from a tax on property, and the value of property was not great enough to produce adequate funds for all county purposes.

Federal Social Security Act, 1935

The Social Security Act brought additional funds from federal sources into the states. An appropriation of $2,850,000 each year is authorized by Congress for grants to states for services to crippled children. Preference is to be given to rural areas and to places suffering "severe economic distress". Each state is required to submit its plan of work for approval to the chief of the United States Children's Bureau. When the state program is approved the state is entitled to federal money equal to half the amount it has planned to spend.

Ohio Law, 1936

In order to secure federal funds the Ohio legislature, in April 1936, enacted a law accepting the terms of the Social Security Act and appropriated the sum of $135,000 from state funds. The Division of Charities in the Department of Public Welfare was appointed the state agency to cooperate with the United States Children's Bureau in carrying out the provisions of the Act. The county commissioners in their turn were required to establish a crippled children's fund with county money.

Since 1919 the state of Ohio has kept a registration of crippled children in the Department of Public Welfare. The information comes in from several sources. First, the law requires that any deformity in a new-born baby shall be noted on his birth certificate by the attending physician. Second, when the school census is taken each year crippled children are reported. Third, a monthly report is made of all cases of infantile paralysis. These reports go to the Health Department for recording and then to the Bureau for Crippled Children in the state Department of Public Welfare. Orthopedic nurses then determine whether the families are able to provide the corrective treatment or whether public aid is needed. Those who are in need of public funds must be committed by the judge of the Juvenile Court to the State Department of Public Welfare, or in Cuyahoga County to the County Board of Child Welfare for the period of care. To be accepted for this service, children must be of normal mentality and crippled from birth, or crippled later by paralysis, tuberculosis, burns, or other accidents or diseases. They may receive medical, surgical and convalescent care, also braces, crutches or artificial limbs.

The state's work is watched and advised by a committee of five orthopedic surgeons from different parts of Ohio. Each child is

referred for treatment to a carefully selected orthopedic surgeon who treats him in some well equipped hospital near his residence, if such is available. The forty-four hospitals used by the Bureau are scattered over the state in cities where the surgeons live. All are approved by the American College of Physicians and Surgeons and by the American Medical Association.

Cuyahoga County Supplies Funds

The Cuyahoga County Child Welfare Board has a special department for dependent crippled children, supported mainly by funds from the county. State and federal funds added about $7500 in 1937. Two hundred and sixty-eight crippled children were treated during the year 1937. An orthopedic nurse is in charge of the department and is aided by a medical social worker and two case workers. Children under their care receive physiotherapy through Cleveland hospitals or through the Association for the Crippled and Disabled. If the original cost of care is paid from public funds, arrangements are made by which parents and relatives pay back the money in weekly or monthly sums, whenever possible.

In seven years, 1932-1938, over 500 crippled children have been cared for by the County Child Welfare Board at a cost of $406,000. Funds are not yet available for all on the waiting list.

Sometimes children are boarded in private homes to be near a hospital for follow-up care after being discharged, or because they need nursing care which cannot be furnished in their own homes. Every effort is made to help them to develop normally in health and personality and to give them an education which will train them for useful lives. It is considered a wise investment because it saves them from a life-time of dependence and unhappiness.

Rotary Clubs Help

The Rotary Clubs of Greater Cleveland continue an active interest. Besides furnishing a bus and a helper at the Association for the Crippled and Disabled, they send money monthly to the County Child Welfare Board to be used for crippled children in special ways which the county could not afford. For many years they have provided picnics for crippled children and their families. The Lakewood and East Cleveland clubs provide Christmas parties. The Cleveland club provides money for Christmas gifts which the mother is allowed to purchase.

EDUCATION OF CRIPPLED CHILDREN

The crippled child needs not less but more education than the normal child if he is to be prepared for self-support and a satisfying life. Since 1910 the Cleveland Board of Education has made special provisions for crippled children. From 1910 to 1923 a special school was maintained in a portable building on the grounds of Willson School.

Cleveland early adopted the policy of keeping in regular classes all crippled children who could get about safely, and who were not in need of special treatment, rest periods or special seats. Children assigned to the special school were returned to the regular grades as soon as their period of treatment ended. Exceptions were made, of course, for those children who were so handicapped that it was impossible for them to attend other than a special school. To mingle with normal children in a natural way usually has a more wholesome effect than for crippled children to think of themselves as set apart and different.

In 1913 and in 1921, laws were passed giving state support to day school classes for crippled children. In developing the special class law it was deemed wise to divide responsibility between the state and the local Boards of Education. In all instances the local Board of Education must provide as much money for the education of a handicapped child as it would cost to educate a child of normal needs in the same school district. The state contributes whatever extra money is needed for special equipment, transportation, therapy, and so on. The state will also pay for the board of a child in a special school if he lives too far away to be transported.

SUNBEAM SCHOOL
11731 Mt. Overlook Road

Those children whom the school doctors decide are in need of additional protection and special treatment are assigned to Sunbeam School. This beautiful building, designed and dedicated in 1923 for the education of handicapped children, has since served as a model for the entire country. It is a one-story building with sloping ramps to permit the easy passage of wheel chairs and cots. Hand-rails along the corridors assist some children. Desks are adjustable and equipped with attachments for the support of legs in braces or casts. Twice a year every desk is readjusted to the particular child under the direction of the school physician and physiotherapist.

The physician who is director of medical inspection in the schools selects the children who are admitted to Sunbeam School. Each one must bring a letter of recommendation from an orthopedic surgeon and is treated according to his prescription. Two full-time physiotherapists are employed. The school doctor spends a half day each week at Sunbeam and a school nurse is in attendance for certain hours four days a week.

The physiotherapy department is equipped with Alpine sun lamp, infra red lamp, electric bakers for stimulating circulation, walkers, bicycles, tricycles, Irish mail wagons, ascending and descending stairways for practice in climbing stairs, parallel bars and many devices for teaching muscular control to children with spastic paralysis.

Children with heart trouble who need rest periods and protected work and play may attend Sunbeam School. There are four rest rooms equipped with cots, as rest periods are required during the day for many children. All children have lunch at the school and diets are carefully planned. Play periods are supervised by the physiotherapists for strengthening muscles weakened by infantile paralysis.

Classes begin with kindergarten and extend through the ninth grade. Boys as well as girls receive some instruction in sewing and cooking. Later the girls continue with dress making and cooking, while the boys have shop work. Work in the junior high school has vocational direction. Some typing is taught. Instruction in sewing for girls is planned so it can be continued at the Association for the Crippled and Disabled.

There are approximately 220 children in the school and they are brought in seven buses from all parts of Cleveland. A few children who come from the suburbs have transportation arranged by their own boards of education.

HOME TEACHERS

Some children who are not able to attend school even when transportation is provided are taught by tutors who go to their homes. In 1937-38 there were 70 children in Cleveland and 6 others in Cuyahoga County who were taught in their own homes by teachers paid jointly by state and local boards of education.

PROPOSED BILL FOR FEDERAL AID

As the states differ greatly in their provisions for special education of handicapped children, it has been proposed that federal aid should be granted the states on condition that they meet certain requirements. Some states at present make no provision at all and it is believed that federal aid would stimulate them and make opportunities more nearly equal between the states.

A bill has been proposed to the Congress which would provide financial aid to the states which in turn would be used to supplement the funds of the local Boards of Education.

An Adequate Community Program

Work for the crippled and disabled will be successful when the program of service includes the correction and prevention of crippling conditions by adequate health measures, the opportunity for education and vocational training suited to the ability of all those young enough to profit by it, and finally an adjustment to the community for all, so satisfying socially that they can forget they have a handicap.

Part III. SERVICES FOR THE DEAF AND HARD OF HEARING

"As the lamp is to the dark room, so is lip reading to the hard of hearing."

DEAFNESS is no longer the handicap it used to be. Much deafness can be prevented through measures for the protection of health and improvement of living conditions. For those who are hard of hearing mechanical devices have been invented which intensify sound. Those who have lost their hearing are taught lip reading. Deaf mutes who are not only unable to hear, but who lack also the ability to speak, are comparatively rare. As a rule, inability to talk is due to lack of hearing. There are methods now known by which deaf children with normal intelligence can be taught to speak. These methods, and not the sign language, are used in public school classes for the deaf.

Not much is known about the cause of congenital deafness, that is, deafness from birth. Much loss of hearing is due to childhood diseases, particularly meningitis and scarlet fever. Measles, typhoid fever, or any infection that attacks the throat and spreads to the ear may cause deafness.

It is important to distinguish between those who are born deaf or lose their hearing in early infancy, and those who lose their hearing after they have acquired language speech. The former are spoken of as deaf persons; the latter as deafened or *hard of hearing*. Deaf persons are under a much greater handicap because their language centers in the brain have not been developed. A child who has never heard his own or any other voice cannot even know that objects have names. He is naturally much more difficult to teach.

In most ancient civilizations the deaf were regarded as mental defectives. They were exposed to death in Greece. Even much later in England under the common law they were presumed to be imbeciles. The first school for the deaf in modern times was founded in France in 1755. The first school in the United States was opened at Hartford, Connecticut, in 1817. The Ohio State School for the Deaf was opened in 1829.

OHIO STATE SCHOOL FOR THE DEAF
Columbus

Any child of normal intelligence whose hearing is such that he can not make satisfactory progress in the regular public schools may be admitted to the State School. Such children must be residents of the state and six years of age or over. There is no charge for tuition, board, room, laundry or ordinary medical care. Parents are expected to furnish transportation, books and clothing, if at all possible.

School opens in September and closes in June. The course of study includes two preparatory years, eight elementary grades, and a four year high school course. Industrial subjects include linotyping and printing, baking, tailoring and pressing, shoe repairing, cabinetmaking, photography, floriculture, painting and cosmetology. Courses are also offered in foods, clothing and art.

A large majority of the children are taught speech and lip-reading. Some are instructed by means of the manual alphabet. The school maintains a separate hospital staffed by a doctor, a dentist and two registered nurses. The school has two pools where swimming is taught and there are athletic events with neighboring schools.

ALEXANDER GRAHAM BELL ORAL SCHOOL
2390 East 55th Street, Cleveland

The Alexander Graham Bell Oral School for the deaf was named after the inventor

of the telephone, who was himself a teacher of the deaf and introduced the oral method in America. The story is told that he discovered the possibilities of the telephone while trying to invent a device for helping his deaf mother to hear.

This school is for children who are deaf at birth and for those who are so hard of hearing that they cannot receive instruction through hearing. It is one of fifteen centers in Ohio where the deaf are taught in public schools.

The Cleveland Board of Education started the first class in 1893 at the old Rockwell School on the site of the present Board of Education building. It opened with 20 pupils, called "deaf-mutes" at that time. Classes were moved to East 55th Street in 1899 when there were 50 pupils. The present building was erected in 1914. In 1937-38 there were 137 pupils enrolled.

Oral Method and Lip Reading

The manual language and finger spelling are discouraged. Since 1895 the Cleveland schools have used the more modern "oral" method of teaching by means of speech and lip reading. The little child who is totally deaf does not know one word that is said to him upon entering school. The first problem of the school is to establish the ability to communicate by means of language. Deaf children are admitted to Alexander Graham Bell School at the age of four. They are taught by observation of movements of the speaker's lips. It sometimes requires several weeks to obtain from the child a first successful attempt at vocalization. At the end of the first year the four-year-old has done well if he has mastered meanings of fifty to one hundred words on the lips, as skip, run, jump, laugh, table, chair, and so forth.

Teachers require not only much special training but great patience and perseverance. Tongue gymnastics are important as the tongue is stiff and flabby from lack of use, so that the child has difficulty in imitating the simplest movements. Piano vibration and rhythm are taught from the first year. Much attention is paid to form and color which must take the place of music in the lives of deaf children. Manual training for boys is taught from the fourth grade, as skill in handwork is particularly important in the choice of a vocation. Home economics is taught the girls, beginning earlier than in other schools.

Medical and Nursing Service

An ear clinic under a doctor who is an ear specialist has been maintained at the Bell School since 1923. A school nurse visits the school several times a week. The doctor comes once a week and also visits other schools to help decide which children should be referred to the Alexander Graham Bell School and which should be referred to lip reading classes.

Summer Camp

A summer camp for the deaf children of Alexander Graham Bell School has been conducted since 1937. During 1938 the girls were given a two weeks period, followed by two weeks for the boys. The mothers' club at the school, numerous parent-teacher organizations and labor unions in the city have contributed the money which made this possible.

LIP READING CLASSES IN CLEVELAND PUBLIC SCHOOLS

Public school classes in lip reading, apart from Alexander Graham Bell School, were first organized in 1927, due largely to the influence of Mrs. James R. Garfield. Lip reading is taught to children with impaired hearing at forty-six centers in the public schools over the city. There are approximately 130 pupils in these classes. Class periods last only one-half hour, as the strain on the pupils' eyes is so great.

Most people think that the eyes are trained to read lips only and to understand the speaker's thought by watching the movements of his mouth. In reality, a lip reader studies the whole face of the speaker, the mouth, eyes, wrinkles and so on. He learns



Teaching rhythm through vibration at Alexander Graham Bell School for the Deaf

to recognize rapidly the visible movements of the speech organs and to think quickly. What the eyes do not see, the lip reader's mind must get by inference. Very often children with impaired hearing have speech defects too. Teachers of lip reading also teach speech correction.

SPEECH CORRECTION IN CLEVELAND PUBLIC SCHOOLS

Classes for the correction of speech defects were first organized in Cleveland public schools in 1913. These are classes for children who stutter, lisp, use nasal tones, suffer from disabilities, such as partial paralysis of the tongue, lips, facial muscles, or who have cleft palates. Severe cases of stuttering are not as common as they used to be, for such children are now discovered and retrained before their difficulties are too firmly fastened upon them. All kindergarten and first grade teachers are trained to correct the less serious cases in their classrooms. Correction in the kindergarten is the aim.

A speech defect is usually a social handicap when uncorrected and interferes later with getting a job. At present there are about 3000 children with speech handicaps. The children with special difficulty are assigned to speech classes scattered over the city in schools convenient to the pupils. Each teacher works with approximately 200 pupils and covers ten to thirteen different buildings weekly. In 1938 there were four full-time teachers and one part-time teacher covering fifty speech centers. Teachers have had special training in addition to the usual requirements for teachers.

CLASSES IN LIP READING FOR ADULTS

In 1911 the first class in lip reading for adults in Cleveland was organized by a group of deafened persons. A teacher came from Pittsburgh for two winters. The class enjoyed the sociability as well as the training, and kept up their practice by meeting in each others' homes.

After a lapse of several years, a teacher of lip reading came to Cleveland from New York to make her residence here and with the help of members of the first class was able to build up a school of lip reading.

Due largely to the interest of Mrs. Garfield, plans were made to establish classes in which hard of hearing persons could be given lessons free or for a small price, under the latest and most approved methods.

Groups of hard of hearing persons who met occasionally for social purposes or to promote suitable vocational training were growing in size and needed a central meeting place.

CLEVELAND ASSOCIATION FOR THE HARD OF HEARING

8917 Euclid Avenue

In 1924 the Cleveland Association for the Hard of Hearing was formed under the inspiration of Mrs. Garfield. The Welfare Federation accepted the new association as one of its members. In May 1924, Hall House at 2638 Euclid Avenue was opened as a center for the educational and recreational pursuits of the hard of hearing. After Mrs. Garfield's death in 1930, the name of the association center was changed to Garfield House in her memory.

Garfield House

In 1933 the location of Garfield House was changed to 8917 Euclid Avenue, its present beautiful home. Beside classrooms, there is a recreation room for social gatherings. Classes in lip reading for adults are conducted at Garfield House through the week. On Saturday morning there are classes for children in lip reading, speech correction and singing. Adult extension classes are provided in some of the other large cities in Cuyahoga County.

Social activities at Garfield House include monthly parties beside several clubs, such as the Women's Club, Dramatic Club, Card Club, Twentieth Century Club and Men's Club. The Cleveland Association for the Hard of Hearing publishes a monthly bulletin for its members during nine months of the year, called *Garfield House Life.*

Beginning in 1935, a campaign was started to promote the installation of hearing-aid equipment in public auditoriums. In two years' time Cleveland has wired one legitimate theater, eight motion picture houses and a total of thirty-seven churches.

A most important service offered free at Garfield House is a hearing test with an audiometer in a sound proof booth. Advice and counsel for all children who have lost their hearing is always available at Garfield House.

AMERICAN SOCIETY FOR HARD OF HEARING

The Cleveland Association for the Hard of Hearing is a chapter of the American Society for the Hard of Hearing, organized in 1919, which has headquarters in Washington. In 1938 the American Society had 113 chapters, and 235 cities in the United States were testing the hearing of children by means of phonograph audiometers.

Mental Hygiene for the Hard of Hearing

The mental and emotional changes caused by deafness are frequently a greater handicap to the deafened person than the actual loss of hearing. The deafened person is apt to become self-conscious and unhappy and to shrink from contact with people. Lip reading restores his confidence by enabling him to "hear with his eyes". He becomes attentive and alert where he had been dull and unobserving. As his interest and skill grow, cheerfulness drives away the sadness of his previous solitude.

Chapter 20

Hospitals and Dispensaries

"Where Science and Mercy Meet."

Hospitals, as we know them today, are recent institutions. The modern hospital movement is only fifty or sixty years old. Before that, hospitals were little more than boarding houses for the sick poor. The word hospital is related to the French word "hospice", which means a refuge for travelers. During medieval times, hospitals in Europe were maintained by monks and nuns as places of refuge for the homeless sick. Constant wars made some provisions necessary for wounded soldiers. Governments felt an obligation to care for aged soldiers and those soldiers who were chronically ill. The Hotel des Invalides in Paris is the oldest hospital for soldiers.

Influence of Florence Nightingale

Florence Nightingale was the founder of modern nursing. During the Crimean War in 1854 she showed the British army what women could do in military hospitals. As women had never been used before in connection with active army service, she met with obstinate opposition. After her return to England, though broken in health, she initiated and guided the modern system of hospital building and administration.*

Growth of Hospitals

In England physicians resisted the organization of hospitals at one time, as competitors for their private practice.** The rapid development of medicine in recent years and the invention of equipment, electrical apparatus, discovery of radium, use of X-ray and other mechanical devices have changed the picture. The hospital is now an indispensable school and workshop for the physician. It is in the hospital that he is taught his profession after graduation from medical school. It is there he can carry on research in conference with others. It offers him his best opportunity to practise his profession scientifically with all the modern aids. He now encourages the use of hospitals by his patients where there is serious illness or the likelihood of complications. It has become inconvenient to care for sick people in apartments or small homes.

The International Health Yearbook of the League of Nations gives us the first satisfactory picture of hospital accommodations in different nations. England and Wales appear to be the countries most adequately supplied with an average of nine to ten hospital beds for every 1,000 persons. Other countries which are fairly well provided with hospitals, arranged in order of importance, are Scotland, Germany, Switzerland, Denmark, Sweden, United States and Canada. In Cleveland proper, while public hospitals are crowded, it is said that the number of private hospitals is adequate for the present population. It is a problem for community planning to make sure that they are geographically well distributed so that one district will not have more than its share, and another district with considerable population be left without a hospital.

Different Kinds of Hospitals

Hospitals may be classified as follows:

First, as to service:

A. General hospitals for many types of illness.

B. Special hospitals restricted to services for special types of illness or patients of special age.

*From Encyclopedia of Social Sciences, Article on Florence Nightingale.

**From the same Encyclopedia, Article on Hospitals.

Second, as to support and management:

A. Public hospitals built by tax funds and managed as a branch of government under city, county or state.

B. Private hospitals built by funds invested by doctors and others, and managed as a private business enterprise; or built by private contributions, incorporated not for profit, and managed by a superintendent who is responsible to an unpaid board of trustees composed of influential private citizens.

Cost of Hospital Buildings and Equipment

The cost of building a modern hospital in the United States has been estimated as $7500 for each bed. The requirements of the state and city building codes regarding sanitary equipment, fire-proofing, light and air are very strict. Then there are the laboratories, research equipment, the operating rooms, elevator service, dining rooms, kitchens, laundries, nurses' quarters, diet kitchens, record and clerical departments, besides rooms for special treatments. In addition, there is the cost of equipment, instruments, machines and the salaries of experts to operate them. The total value of hospital buildings and equipment in 1938 for members of the Cleveland Hospital Council was estimated at $27,000,000 for private hospitals and $11,358,000 for public hospitals.

Although the elaborate equipment of good hospitals has increased the day rate for care, the average stay of patients has been shortened which keeps the expense for each person about the same and permits the hospital to care for a larger number of persons. The growth and development of out-patient service with adequate equipment and well-trained medical staffs have made it unnecessary for many patients to enter the hospital at all and have made it possible for others to stay for a much shorter time than formerly. A large hospital, however, hardly ever earns enough to maintain its services. A few private general hospitals are enabled to meet this deficit through endowments given by citizens of wealth, but the majority are dependent upon annual appropriations from tax funds and from the Community Fund in order to care for needy patients. For the past several years a special tax levy has been necessary, part of which has gone to the hospitals for care of those unable to pay. The public hospitals under the city, county and state, are supported by taxation with patients paying as they are able.

Few people can begrudge the money that goes for such purposes. The poorer people are, the more sickness they have. The more sickness they have, the poorer they become. One of the most urgent problems in public welfare is to reduce the amount of sickness. Therefore, it is highly important that hospital service should be available for those sick persons unable to pay for their care. In this way, only, can they be helped to return to self-support.

OUT-PATIENT DEPARTMENTS

Many hospitals give care to sick people who are able to be up and about, as well as to those who need care in bed. Those who cannot afford a private physician go to the hospital for advice and treatment as others go to a doctor at his office. This branch of hospital service is called the Out-Patient Department. The word "out-patient" contrasts with "in-patient", which means a person who is a bed patient in the hospital proper.

Early History

The first dispensary was opened in London in 1665, after the Great Fire. It may be visualized as a window through which medicine was passed out to a sick person without an examination of his condition.

The first dispensary in the United States was opened in 1786 at Philadelphia. Dr. Oliver Wendell Holmes inspired the first modern clinics at the Boston Dispensary in 1856. Interest in clinics increased about 1870 with the discovery of the germ theory.

The development of the Charity Organization Society for aiding the poor in their own homes created a demand for out-patient serv-

ice. Florence Nightingale impressed upon Dr. Elizabeth Blackwell, the first American woman doctor, the necessity of caring for mothers in their own homes. The influence of such leaders led to the development of visiting nurses who in thousands of cases have kept families together by caring for the sick in their own homes.

Dispensary and Clinic Defined

Sometimes the Out-Patient Department is called a dispensary. The term "dispensary" originally meant a place where medicine was given out or "dispensed" to the sick on the prescription of a physician. The word has continued in use although today giving out medicine is a small part of the service. Medical diagnosis, advice, and treatment other than medicine are the services of first importance. A modern out-patient department is usually conducted for the examination and treatment of the ambulatory sick. Each department or branch of service in the out-patient department is called a clinic. Out-patients are spoken of as "ambulatory" from a Latin word which means "able to walk around." These may be persons who do not need to enter the hospital immediately or who have recently left the hospital.

When a new patient appears at a hospital dispensary, it is necessary to find out before admitting him whether he is eligible for treatment. This means finding out (1) whether the patient's illness is one for which treatment is provided at one of the dispensary clinics; (2) what previous care he has had and if he was referred by a private doctor, a social agency, or came of his own accord; (3) whether his financial condition is such that he can pay for treatment or any part of it. If he has had a private doctor, the worker will ask the doctor if he wishes to continue on the case even though the patient cannot pay. The worker also asks if the patient has been to any other dispensary, as the dispensaries usually divide the work by neighborhoods. If the patient has no complications with other doctors or dispensaries, he is accepted for examination and referred to the clinic which will treat him.

Each of the hospitals in the following table maintain dispensaries with two to twenty clinics. The following table shows an increase of 81% in clinic visits over a ten year period.

GROWTH OF HOSPITAL CLINICS

	Year 1928	Year 1937
Babies' and Children's..	22,026	.....*
City	23,654	131,137
East 35th Street.....	.....**	17,497
Fairview Park	5,385	14,828
Huron Road	11,498	14,139
Lakeside	109,395	.....*
Lakewood	3,267	3,847
Maternity	15,103	20,476
Mt. Sinai	46,627	67,904
St. Alexis	8,698	18,034
St. Ann's (opened 1936)	.....	1,395
St. John's (closed 1934)	6,788	.....
St. Luke's	26,044	56,469
St. Vincent's (Charity)	65,031	84,883
University	.....	175,613
U. S. Marine	8,758	31,331
Total	352,274	637,553

MEDICAL SOCIAL WORK

In 1905, Dr. Richard Cabot at the Massachusetts General Hospital began to teach the need of social work as an aid to hospitals and doctors, and is recognized as the founder of medical social work. Dr. Cabot believed that the doctor in the clinic failed in treating many patients because he could not know them well enough as people. He was able to show that recovery often depended upon solving difficulties which arose from social conditions.

Boston, Massachusetts, opened the first hospital social service department in the United States in 1905.

Lakeside, in 1913, was the first hospital in Cleveland to organize a Social Service Department. Mt. Sinai followed in 1917 and Charity in 1919. By 1937, the University

*Included under University in 1937.
**Babies' and Children's in 1928.

Hospitals (Lakeside, Maternity, Babies' and Children's, and Rainbow) had sixteen medical social workers with several others in training. City Hospital had ten social workers in 1937; St. Luke's had four; St. Alexis, two; Mt. Sinai, seven; and St. Vincent's (Charity), eight. The total number of medical social workers in Greater Cleveland in December 1937, exclusive of students, was 46.

Medical Social Work Described

The particular function of the medical social worker is to assist the physician in treatment of the patient. She may secure facts about the sick patient's personality and environment which have a bearing on the cause and nature of his illness and which are of help to the physician in planning and carrying out treatment. In cases where the personality of the patient, family difficulties, or lack of funds are involved, medical treatment is largely wasted unless social service goes with it.* In a large hospital many patients come from homes where conditions make getting well difficult unless something more is done than simply to provide the surgical operation or bed care during an acute illness. The idea behind medical social service is to aid the physician and the nurse in treating "not only the disease but also the man."

The patient's attitude of mind has much to do with his prospect of recovery. If he is frightened or worried or feels that the hurrying doctors and nurses are not personally interested in his well being, the social worker can interpret what is going on. She can also help with conditions back home. As his confidence increases, the patient relaxes and becomes more hopeful. The social worker can help make the hospital experience of educational value for him in the matter of personal and public health. And finally, he can be helped to share in a civic sense of pride for the institutions which serve him.

Stories of Medical Social Work

A man in the hospital has to have his leg amputated to save his life. At first he thinks he would rather die. The social worker discovers he is a postman and has earned his living by walking. She has the responsibility of getting him to think of another vocation, finding what will interest him and giving him courage to undertake re-training.

A mother with three children desperately needs a serious operation. She delays it because she thinks she cannot leave home. The social worker makes a plan to care for the children.

A boy of twelve was injured in a railway accident and had his arm cut off. He is rebellious and his family does not know how to help him. The medical social worker finds a doctor who had lost his own arm and interests him in the boy. He makes friends with the lad, showing him how he drives his car, ties his own shoe strings and is happy with it all. Gradually the boy's admiration for the doctor grows into new courage and ambition. He is then ready to do his best in school and later to enter special training. Instead of a defiant criminal or a despondent suicide the boy grows up to support himself and a family. This is medical social work as seen in its happiest outcome.

The convalescence is the period during which the patient is returning to health after an acute illness. A convalescent home is an institution which costs much less than the hospital because it does not require as much equipment nor as much care. It is extravagant to keep patients in a hospital at a great expense to themselves or to the community if they could be as well provided for in a convalescent home. It is also an extravagance to return patients to their homes in unfavorable environments before they are sufficiently restored to take up the hardships of life and return to regular work. Cleveland is well provided with hospitals on the whole but is said to be seriously lacking in provisions for convalescent care and for the chronically ill. Hospital officials, social workers and civic leaders are concerned over this gap in community planning and hope to remedy it by joint effort when finances permit.

*From Cleveland Hospital and Health Survey, 1920.

TRAINING SCHOOLS FOR NURSES

Whereas the main purpose of hospitals is care for the acutely ill, they also serve as teaching centers for medical and dental internes and for student nurses.

The larger hospitals maintain schools of training for nurses. Under the careful supervision of teachers and supervisors who are graduate nurses of considerable experience, the nurses in training are allowed slowly and gradually to begin practice in the hospital along with class instruction and study.

Graduation from a four year high school course is required for admission to all recognized training schools with the additional requirement, usually, that applicants should have achieved grades in the upper tenth of their class. Students are required to furnish their own uniforms and books and to pay a tuition fee on admission to the course which runs from $50 to $100 in different hospitals. The average cost for the three years of required training is from $150 to $200.

Upon graduation, nurses must take a state examination to become registered nurses and eligible to practice in Ohio at the rates paid to trained nurses. In 1937-38, there were eleven schools of nursing in Cuyahoga County. They are listed in the table on page 203 which shows the number of student nurses in training.

Frances Payne Bolton School of Nursing

The Frances Payne Bolton School of Nursing is an outgrowth of Lakeside Hospital School of Nursing which was organized in 1898. In 1921 the Flora Stone Mather College had organized a department of Nursing Education, which became the Western Reserve University School of Nursing. It was endowed by Mrs. Chester C. Bolton for whom it has since been named. In 1924 the Lakeside Hospital and the Maternity Hospital Schools of Nursing were merged with this University School of Nursing. Since September 1934, only graduates from colleges of approved standing are admitted. The course runs for thirty months at a total estimated cost to the student of $550. Additional courses are open to graduate nurses desiring advanced work. In the School of Applied Social Sciences there are courses in public health nursing open to registered nurses who can qualify for admission to college work.

EARLY HOSPITALS

The first hospital in Cleveland was a log hut built in 1813 under the direction of a captain in the U. S. Army. It was for the care of sick and wounded soldiers coming from Detroit after Hull's surrender in the War of 1812. Cleveland was then a village of 300 inhabitants. An old record states that this primitive hospital was "20 x 30 feet with a floor of chestnut bark and two tiers of bunks filled with clean straw." It was abandoned at the close of the war.

During an epidemic of Asiatic cholera in 1832, a temporary hospital, known as "a pest house", was put up on Whiskey Island near the mouth of the Cuyahoga River. The cholera returned in 1834 but there is no record of a hospital in that year.

In 1837 a city Infirmary was built, which was more of a poorhouse than a hospital. It did, however, offer shelter to destitute sick people.

In 1842 the Federal government built the first real hospital in Cuyahoga County. It was the U. S. Marine Hospital whose history follows.

U. S. MARINE HOSPITAL

Fairhill Road and East 124th Street

The U. S. Marine Hospital was the first true hospital in Cleveland. An act of Congress, passed in 1837, authorized the President "to select and cause to be furnished for the use and benefit of sick seamen, boatmen, and other navigators on the western rivers and lakes, suitable sites for marine hospitals, provided that the number thereof should not exceed for the Mississippi, three; for the Ohio River, three; and for Lake Erie, one."

In 1842, a site of eight and one-half acres was selected at Cleveland on the bank of the

lake, east from Ninth Street on what is now Lakeside Avenue. The following letter written in 1801 from New Orleans describes the need for marine hospitals thus: "A great number of American citizens, especially boatmen from the Ohio, die here yearly for want of a hospital. No public house of any reputation will take them in and consequently they lie in their ships or boats or get in wretched cabins, in which they die miserably."*

From 1798-1884, the U. S. Marine Hospital service was supported by monthly contributions of money deducted from wages of seamen; from 1884-1905, it was supported by tonnage taxes. Since 1905 the hospitals have been supported entirely by annual appropriations made by Congress.

The U. S. Public Health Service had its origin in the Marine Hospital Service.

During the Civil War, the U. S. Marine Hospital at Cleveland provided care for soldiers as well as for sailors. When the need for this service had passed, the Marine Hospital was leased for twenty years to a private organization known as the Cleveland City Hospital Society upon condition that care for sailors would be provided at sixty-four cents a day. From 1875-1889 the hospital was called the Cleveland City Hospital but was actually operated as a private hospital.

In 1930 the new hospital buildings located at Fairhill Road and East 124th Street were opened with a capacity of 250 beds. Persons eligible for treatment include the following: "American seamen, officers and men of the U. S. Coast Guard and Geodetic Survey, U. S. Public Health Service, officers and men of the U. S. Army and Navy and Marine Corps and of the Lighthouse and Life Savers Service, and other organizations of the Government as well as all civil employees of the United States injured while on duty, and patients of the U. S. Veterans' Bureau, Works Progress Administration, Civilian Conservations Corps and others."

The out-patient office is located in the Post Office Building at West 3rd Street and Prospect Avenue. Here also physical examinations,—to the number of 1,353 in 1937,—are provided for admission to different departments of government service. A total of 31,331 dispensary visits was reported in 1937.

*Reprint No. 1755 from U. S. Public Health Reports.

CITY HOSPITAL
3395 Scranton Road

Cleveland became an incorporated village in 1836. The next year a poorhouse and infirmary was built on the grounds of Erie Street (East 9th Street) cemetery. It was a wooden building torn down in 1851. As the only public charity of that day, it cared for the poor and the sick as well as the insane and feeble-minded. It could accommodate 25 persons and served also as a center for distributing aid to some 200 persons who were destitute or infirm but lived outside.

In 1849 when the cholera broke out, money was voted for a new hospital.

The site of the present hospital at 3395 Scranton Avenue (then in the township of Brooklyn) was first occupied in 1855. The building of that day cost $25,000 "a plain substantial brick edifice which does honor to the liberality of our citizens", said the City Directory of 1856. It was intended to house the insane, the sick, and the infirm poor, and to provide facilities for the instruction of medical students.

In 1858 the Cleveland News Leader reported that in the Infirmary there are "187 inmates varying in age from one month to eighty years. Fifteen are insane. All of the insane women are confined in cells in straight jackets. Two wholesome meals are prepared every day. . . a very excellent and pleasant farm. At present there is no physician in attendance."

In 1872 the city physician, appointed by the political authorities, visited the infirmary three times a week, then left it in charge of a steward who selected his own assistants.

With the increased growth of the community more space was needed and a new building, which now stands, was constructed in 1889



Aerial view of the sixteen buildings comprising Cleve-City Hospital

Courtesy of Cleveland City Hospital

to accommodate between 175 and 200 persons. Three years later the first staff, comprised of 28 physicians and surgeons, including representatives of the various medical schools, was announced. Enlargements and improvements followed. Towards the end of the century, Miss Caroline Kirkpatrick founded the Training School for Nurses and in 1903 the Hospital went on record as the first general hospital to segregate tuberculous patients.

Re-organization in 1913

In 1913, a reorganization of policy, important for the efficiency and character of the institution, was introduced. Up to this time the staff was appointed by the City Director of Welfare, and the doctors had short-term appointments, which meant that plans for care of the patients could not always be developed with even steadiness, nor, could training for internes and nurses be effectively given. When the Hon. Newton D. Baker was Mayor of the city, a contract was made requiring that the doctors be nominated by the faculty of the medical school of Western Reserve University, and that the University assume the responsibility for the professional care of the patients in return for the use of the facilities of the hospital. This assured the patients treatment not subject to political changes. On the administrative side, a similar goal was attained when, in April 1934, a resolution was passed by City Council at the suggestion of Mr. David Ingalls, authorizing the formation of an advisory committee of lay citizens.

Sixteen Buildings

In the past two decades, under the supervision of active and far-sighted welfare directors the hospital has taken forward strides to meet the needs of a large city. During the administration of Mr. Dudley S. Blossom as Director of Health and Welfare, City Hospital was largely rebuilt. Today the plant of sixteen buildings, valued at eight million dollars, has a capacity of 1650 beds and includes a General Medical and Surgical Hospital; a Contagious Hospital; the Lowman Memorial Pavilion, especially designed as a tuberculosis hospital; the Psychopathic Hospital contain-

ing also occupational and physiotherapy departments; the Out-Patient Building, and the Nurses Residence.

Persons Eligible for Treatment

The City Hospital is designed for service to legal residents of Cleveland who are acutely ill and cannot pay for care in private hospitals. However, as there is no other hospital in the county which accepts cases of contagious disease, pay-patients are accepted from private physicians in the contagious unit. It is always expected that patients who can pay any part of the cost of care will do so. In 1937, one percent of patients paid the full rate. Two percent made partial payments.

The Lowman Pavilion is for tuberculous patients from anywhere in the county and the county pays for their care.

The psychopathic unit accepts cases committed by the Probate Court for observation and treatment. In 1937 the county paid $811,278 into the hospital fund for the care of insane and tuberculous patients.

There are no private rooms except in the psychopathic unit and a few in Lowman Pavilion for post-operative cases. For economy and efficiency in service patients are cared for in semi-private rooms of two beds each and in wards, most of which accommodate from four to sixteen beds.

Extent of Services

City Hospital is affiliated with Western Reserve University Medical School for teaching purposes. There are 90 physicians on the attending staff giving their services free, besides 89 full time physicians on the House staff including resident doctors and internes.

City Hospital is the sixth largest general hospital in the United States and requires a budget of a million and a half dollars to operate for one year. The magnitude and variety of the hospital services are shown by the following table of figures for 1937.

CITY HOSPITAL SERVICES, 1937

Total patients treated in hospital	15,789
Total new patients treated at dispensary	13,927
Days care in hospital	480,198
Visits to main dispensary	111,538
Visits to branch dispensary, E. 35th St.	17,497
Operations performed	6,924
X-ray examinations	29,822
Emergency cases	6,086
Psychopathic cases	873
Physiotherapy treatments	50,365
Babies born	1,407
Contagious cases	2,194
Tuberculous patients	969
Meals served daily	6,539
Total meals served in 1937	2,386,694

School of Nursing

The School of Nursing is accredited by the state. It gives three years of training to undergraduate students besides courses of four to nine months for students from certain other schools of nursing sent for special training. In 1936 students were received from 24 different Schools of Nursing located for the most part in Ohio although some came from as far as Ormond, Florida. There are 580 nurses in the Nursing Department of whom approximately 250 are undergraduate students.

Volunteers

Volunteer service is furnished City Hospital through the Junior League. The hospital staff and patients call these young ladies yellow-birds or canaries because of the yellow head-dress they wear in the wards. They act as guides for visitors, read to patients, write letters, and do many kindly services for the comfort of restless and homesick sufferers.

EAST 35th STREET DISPENSARY
2500 East 35th Street

Child health service at a central dispensary began in Cleveland in 1906 when the Infants Clinic and Hospital was organized. The following year the name was changed to Babies' Dispensary and Hospital.

The Infants Clinic began its work at the Central Friendly Inn. In 1907 it moved to frame buildings purchased by friends of Dr. Edward Fitch Cushing at 2500 East 35th Street. So many wealthy people became in-

terested that by 1909 the trustees were able to plan a new substantial brick building which was completed in 1911.

In 1925 the Babies' Dispensary and Hospital changed its name to the Babies' and Children's Hospital of Cleveland to indicate an increased scope of work. It had become affiliated with the Medical School of Western Reserve University. In December 1925, a building for the Babies' and Children's Hospital was opened on Adelbert Road at the University Medical Center. Here sick-a-bed children are now treated. Dispensary services were continued at East 35th Street.

From these beginnings supported by the contributions of philanthropic citizens has radiated a community-wide service for sick infants and children of which all Cleveland citizens may well be proud. The work of the infant welfare stations throughout greater Cleveland was inspired by their parent, the Babies' Dispensary on East 35th Street.

In 1931 the city of Cleveland took over the support and management of the East 35th Street Dispensary as a division of the Out-Patient Department of City Hospital.

Children coming to this center are from relief agencies or from homes unable to afford a private doctor. The physicians are from the staff of Western Reserve University, who are specializing in children's work (pediatricians). Nurses and social workers are provided through the departments of City Hospital. In 1937 there were 4,962 sick children treated.

In addition to this general clinic for sick children there are special clinics for social diseases and a ringworm clinic. On the upper floors of the building is a Health Station for well babies up to two years of age where mothers receive instruction in care and feeding, and where special milk is prescribed for needy babies up to 15 months of age and immunization against diphtheria is provided for children up to six years of age. There is also a prenatal maternity clinic which is an out-patient department of the Maternity Hospital of the University Hospitals.

LAKEWOOD HOSPITAL
14519 Detroit Avenue

Lakewood Hospital is a general hospital supported for the most part by the fees of patients but aided by funds from the City of Lakewood for patients unable to pay. The City of Lakewood assumed its share of responsibility in 1931. Previous to that time, it was a private hospital under the Lakewood Hospital Association, composed of physicians and interested private individuals, and supported in part by fees from patients and in part by the Cleveland Community Fund.

The first hospital was opened in 1907 in a dwelling house accommodating about twenty patients. There was no elevator and the laundry was done in the old-fashioned way on a board. Ten years later, in 1917, the present building accommodating 83 patients was erected.

In 1937 a bond issue was passed by more than a 70% vote of the citizens of Lakewood to enable the hospital to build an addition costing $420,000 and increasing the capacity to 176 beds. Construction on the new building was started in August 1938. It is planned to transfer the out-patient department from its location at 2107 Quail Avenue to the new addition.

Lakewood Hospital accepts and treats a great variety of cases, except contagious and psychiatric cases which might be dangerous to other patients. During the year 1937, the hospital provided 24,000 days' care for sick people. The out-patient department serves several hundred people every year. During 1937 approximately 3,850 visits were made to clinics.

HOSPITALS WHICH ARE MEMBERS OF THE WELFARE FEDERATION

The hospitals which are hereafter described are members of the Welfare Federation. They receive through the Federation appropriations from the Community Fund toward the support of patients unable to pay the full cost of hospital care, and of out-patients who cannot meet the dispensary fees. The City Hospital is represented in the Welfare Federation by the City Department of Public Health and Welfare but receives no money from the Community Fund.

EVANGELICAL HOSPITAL
4224 Pearl Road

The Evangelical Hospital is owned by the Evangelical Deaconess Society which was organized in 1914. This Society elects a representative from each of the Evangelical churches in Cleveland to serve on the Board of Trustees which manages the hospital.

The present property at 4224 Pearl Road was acquired in 1919. There were then two frame buildings on the premises, the larger of which was remodeled and equipped as a hospital. The other was used as a home for the aged until about 1920 when it was made a nurses' home.

As the need for more space kept on growing, a new building became a necessity. On October 21, 1928, the present modern, fireproof hospital was dedicated. The former hospital building is now used to provide living quarters for the nurses.

The Evangelical Hospital is a general hospital with a capacity of 144 beds, which furnish a yearly average of 39,230 days' care to sick people. The buildings and equipment are valued at $463,108.

FAIRVIEW PARK HOSPITAL
3305 Franklin Avenue

In 1893 a small four room house on Scranton Avenue was rented and dedicated as the German Hospital by an organization, "The Society for the Christian Care of the Sick and Needy." It was owned and operated by members of the Reformed Churches of Cleveland. In 1894 the Society rented and moved to another property on Franklin Circle where the hospital remained for two years. A permanent location was then purchased adjoining Fairview Park which gave the hospital its present name.

In 1908 a fireproof hospital building was erected, and in 1913 an adjoining building was secured for a Nurses Home. During 1915-16 another building was completed, and later, in 1923, a thoroughly modern and efficient boiler house and laundry.

The hospital has a capacity of 109 beds. A training school for nurses is maintained and in 1937 had 54 students. It is a general hospital which gave 32,307 days of service in 1937. Buildings and equipment are valued at $272,289. It has a dispensary (out-patient department) where patients received 14,828 treatments and examinations in 1937.

GLENVILLE HOSPITAL
701 Parkwood Drive

Glenville Hospital was organized in 1907 and is operated by the Parkwood Hospital Association. It has a capacity of 109 beds; maintains a training school for nurses and gives an average of 33,500 days' care to sick people in a year's time. The plant and equipment are valued at $262,163. Student nurses are sent to Cook County School of Nursing, Illinois, for six months to supplement their training with special work. The nurses' residence is located at 760 Parkwood Drive. Girls desiring to take nurses' training must be high school graduates between 18 and 30 years of age.

GRACE HOSPITAL
2307 West 14th Street

Grace Hospital was organized in 1910 and has a capacity of 32 beds. Its building and equipment are valued at $52,000. In 1937 it gave 7,661 days of service to sick people.

The hospital was organized by a group of public spirited physicians who recognized the need of a hospital on the south side.

They incorporated as the Physicians' Hospital Association and started their hospital in the old Brainerd property at the junction of Scranton Road and West 25th Street.

At the end of two years the Association moved into the present large frame structure where modern equipment was installed. Later an adjoining property was purchased for use as a nurses' home.

A new building is being erected in 1938 with a capacity of 68 beds and 12 bassinets.

The hospital is named after the well-known Grace Hospital in Detroit, Michigan.

HURON ROAD HOSPITAL
13951 Terrace Road, East Cleveland

The present stately home of Huron Road Hospital at the corner of Belmore Avenue and Terrace Road was completed in 1935. In an atmosphere of rest and quiet it faces a wooded hillside. It is a general hospital with a capacity of 256 beds. Buildings and equipment are valued at $1,125,000. It maintains a school for nurses providing for some 88 students in training. It conducts a dispensary where patients received 14,139 examinations and treatments in 1937.

The early location of the hospital was on Huron Road near East Ninth Street on a site now occupied by the Cleveland Bell Telephone Company. From this location it derived its name. It was first known as the Cleveland Homeopathic Hospital and was used for the training of student doctors under the Homeopathic College. When this college was closed, and allopathic doctors were invited to join the staff, the name was changed to the Huron Road Hospital. One no longer hears of the competition which formerly existed between homeopathic and allopathic doctors.

Huron Road Hospital likes to be called "The Friendly Hospital."

LUTHERAN HOSPITAL
2609 Franklin Boulevard

Lutheran Hospital is a general hospital which was organized in 1896 by the Evangelical Lutheran churches of Cleveland belonging to the Missouri Synod. It was started with a legacy of $4000 which had been left to found a Lutheran charity.

The original location was a frame dwelling at the apex of West 28th and West 29th Streets on Franklin Circle. Two years later, it was moved to the former residence of Mark A. Hanna at the present address. In 1921 this building was razed. The present building was erected and dedicated in 1922. In 1928 an adjoining residence was purchased as a Nurses' Home. This property had been occupied for many years as an Episcopal orphanage. It was the former residence of R. R. Rhodes, father-in-law of Mark Hanna. This building was replaced in 1937 when the Lutheran Hospital School of Nursing and Nurses' Home was erected at a cost of $175,000. The buildings and equipment of the hospital are now valued at more than $500,000.

The School of Nursing was first established in 1902. In 1937 fifty student nurses were enrolled. The school is accredited by the Ohio State Medical Board.

Lutheran Hospital admitted 4,255 patients in 1937 and rendered 40,228 days of service.

ST. ALEXIS HOSPITAL
5163 Broadway Avenue

In July 1884, Sisters Leonarda and Alexia, members of the Franciscan Sisterhood (also known as the Poor Sisters of St. Francis) came to Cleveland at the invitation of the Roman Catholic Bishop to found a hospital. They began their work in an eight-room brick building, formerly a public school, located at the corner of Broadway and McBride Street.

In the fall of the same year a frame addition was built at a cost of about $4,000, to afford additional room for patients. In 1891 the Sisters bought two frame buildings on neighboring property which were remodeled and joined to the hospital at a cost of $19,000. In 1896 and 1903 additional wings were built. The last addition, built in 1924, is

called the Leonarda Memorial, named for Sister Leonarda, one of the original founders. General improvements costing over $100,000 were made in 1929.

The hospital now has a capacity of 220 beds. Its buildings and equipment are valued at $747,585. It is a general hospital which gave 58,970 days of service to patients in 1937. It has a dispensary (out-patient department) where patients received 18,034 treatments and examinations in 1937.

The new School of Nursing which was completed in 1930, is a five-story fireproof building modern in all respects. In 1937 there were 83 students in training.

ST. ANN'S MATERNITY HOSPITAL
3409 Woodland Avenue

In 1873, the Rt. Rev. Richard A. Gilmour, then Bishop of Cleveland, asked the Sisters of Charity to establish an institution that would provide care, hospital facilities, a home and refuge for the foundling and unmarried mother.

The first buildings used were two rented frame houses on Garden Street (now Central Avenue) near Charity Hospital. There were eight rooms heated by open grates and lighted with kerosene lamps. In the winter it was impossible to heat the corridors and it was with numbed fingers that the Sisters, doctors, and nurses performed their tasks. These houses soon proved inadequate and as the hospital extended its services to married women, a three-story brick building costing $20,000 was erected on Marion Street (now Charity Avenue).

When the constantly increasing number of patients made still larger quarters necessary, the present hospital was erected in 1901 at 3409 Woodland Avenue. In 1910 another unit was added.

St. Ann's is a hospital for mothers and babies which now has a capacity of 102 beds and bassinets. It furnished 24,457 days of service in 1937. Its buildings and equipment are valued at $275,329. The dispensary (out patient department) was opened in 1936 and in 1937 patients received 1,395 treatments and examinations.

ST. JOHN'S HOSPITAL
7911 Detroit Avenue

St. John's Hospital of Cleveland, Ohio, was opened to the public on June 16, 1916, under the direction of the Sisters of Charity of St. Augustine.

The institution, with a capacity of 214 beds, is a general hospital with a department of surgery, a division of medicine, a department of pediatrics (children's illnesses), and an obstetrical (maternity) division. During the year 1937, 61,265 days of service were rendered to patients. Buildings and equipment are valued at $747,148.

St. John's Hospital School of Nursing, also established in 1916, has at the present time ninety-five students, who receive their practical training in the institution. The School of Nursing maintains a working agreement with the City Hospital, where students receive their training in psychiatry and are given an opportunity for service in the communicable diseases.

ST. LUKE'S HOSPITAL
Shaker Boulevard and East 116th Street

Saint Luke's Hospital is easily recognized from the Shaker Heights rapid transit line by a beautiful group of statuary which stands in front of the main entrance. The central figure represents Saint Luke, the apostle, who, we know from the New Testament, was a physician. At the right side of this standing figure sits a woman in the uniform of a trained nurse. On the other side crouches a woman with a baby in her arms, symbolizing the service given by physician and nurse.

Saint Luke's is a general hospital with a capacity of 391 beds. It provided 116,827 days of service to sick people in the year 1937. It is located on a sixteen and one-half acre site. The plant and equipment are valued at $4,572,466. It maintains a dispen-

sary (out-patient department) where patients received 56,500 treatments and examinations in 1937. It conducts a training school for nurses which in 1937 had 165 students.

The hospital is under the management of Saint Luke's Hospital Association of Cleveland, Ohio, of the Methodist Episcopal Church. It is the successor to the Cleveland General Hospital, organized in 1894. This early hospital was founded by the medical department of Wooster University as a teaching center for medical students and nurses in training. It was first located on Woodland Avenue near East 20th Street.

By 1906 the Cleveland General Hospital had outgrown its accommodations. At this time the Northern Ohio Conference of the Methodist Episcopal Church was considering the organization of a Methodist hospital. It was decided to unite the interests of the physicians and the Methodists and to erect a new building at 6606 Carnegie Avenue.

Mr. Francis F. Prentiss became president of the Saint Luke's Hospital Association and Board of Trustees and occupied this position until his death in 1937. The building, dedicated in July 1908, was outgrown before long, and in 1914 a fund was started for a larger hospital in a suburban location. Because of the World War, the fund was not completed for ten more years. The present beautiful buildings were completed in 1927. The central building is a memorial to Dr. Dudley P. Allen and was the gift of Mrs. Francis F. Prentiss.

ST. VINCENT'S CHARITY HOSPITAL
2315 East 22nd Street

Charity Hospital is one of the oldest of the present day hospitals in Cleveland. In 1852 the Catholics of Cleveland started their first hospital in part of the small brick building which was then St. Vincent's orphange for boys on the west side. The orphanage was under the charge of the Sisters of Charity of St. Augustine, a sisterhood especially interested in care of the sick.

With the return of sick and wounded soldiers during the Civil War the need for hospital care was increased. In 1863 the Catholic Bishop, Rev. Amadeus Rappe, purchased land and began the building of St. Vincent's (Charity) Hospital on its present site. Both Protestants and Catholics contributed to the hospital which was dedicated in 1865 amid great celebration.

The hospital now has a capacity of 295 beds. Buildings and equipment are valued at $2,113,916. It is a general hospital which gave 85,892 days of service in 1937. It has a dispensary (out-patient department) where patients received 84,883 treatments and examinations in 1937. A school for the training of nurses was started in 1898 which had 105 students in 1937.

UNIVERSITY HOSPITALS, Inc.
2065 Adelbert Road

The University Hospitals are located a short distance from Euclid Avenue on Adelbert Road. They include Lakeside Hospital, Maternity Hospital, Babies' and Children's Hospital, and Leonard C. Hanna House. Rainbow Hospital, another member, is located in South Euclid (see page 176). The four hospitals are on the campus of Western Reserve University along with the School of Medicine, the Allen Memorial Library, the Institute of Pathology, the School of Dentistry and the nurses' dormitories. These buildings are called the Medical Center. They are used not only for the care of the sick but for the teaching and training of doctors and nurses.

When the new buildings for Maternity Hospital and the Babies' and Children's Hospital were completed in 1925, the trustees of these institutions and of Lakeside decided to incorporate under consolidated management. They had been founded as separate institutions and were located originally in different sections of the city.

Lakeside Hospital
2065 Adelbert Road

The new Lakeside Hospital and Hanna House were completed in 1931. Lakeside is

the largest unit of the University Hospitals and can care for approximately 312 patients. Its plant and equipment are valued at $8,540,865. It is a general hospital providing about 107,000 days' service to sick people every year. The out-patient department is located on the first three floors of the eastern wing of the building and treats 600 patients a day.

Lakeside Hospital had its beginning during the last two years of the Civil War in a Home for the Friendless which maintained a small hospital on Lake Avenue. After the close of the war, the Home was no longer necessary but a definite need for a hospital continued. So it was that, in May 1866, the Cleveland City Hospital Association was formed with Mr. Joseph Perkins as President. Mr. Perkins was a prominent business man, vice-chairman of the Board of Trustees of Western Reserve College (now University) and a member of the first Board of State Charities.

A three-story private residence was purchased by the new society and fitted up as a hospital on Wilson Street, later called Davenport Street, between East 14th and East 24th Streets. (Because of its location it was known for awhile as the Wilson Street Hospital.) It began with less than 20 beds. After it became overcrowded, the Cleveland City Hospital Association leased the U. S. Marine Hospital for twenty years. In 1889 the name Lakeside was adopted because of its location and because the city government was about to build its own City Hospital.

When the Lakeside Hospital trustees were unable to renew the lease of the Marine Hospital in 1896, the staff was allowed to use the wards of Charity Hospital. In the meanwhile new buildings were erected on Lakeside Avenue between East 12th and East 14th Streets through private gifts and bequests amounting to $325,000, a large amount for that day. In addition to beds for adults, the new hospital contained four children's wards with forty beds, and a large play and amusement room. A dispensary and drug department also were provided as well as a lecture room for demonstrations and general teaching purposes.

This building was occupied until 1931 and explains the reason why the name Lakeside is now attached to a hospital located on the campus of Western Reserve University at least five miles from the lake.

Leonard C. Hanna House

The Leonard C. Hanna House, usually spoken of as Hanna House, is a unit of Lakeside Hospital designed for private pay patients. It was built in memory of Leonard C. Hanna. Its equipment is up to date and complete in all respects.

Babies' and Children's Hospital

2103 Adelbert Road

The present building of the Babies' and Children's Hospital was completed in 1925, in which year it joined the group of University Hospitals, Inc. It is equipped to care for 139 children at the present time. Its plant and furnishings are valued at approximately $2,000,000. In the course of one year it provides an average of 22,500 days of care to sick children.

Previous to 1925 this hospital was known as the Babies' Dispensary and Hospital, and was located at 2500 East 35th Street. It was one of the most beloved of Cleveland's charities and received many gifts and bequests so that it was able to enlarge its work to become the present modern hospital that it is.

Child health service in Cleveland was first begun in 1906 by the Infants' Clinic and Hospital at Central Friendly Inn. The next year the name was changed to Babies' Dispensary and Hospital. The present work of the tax-supported welfare stations throughout Greater Cleveland was inspired by the Babies' Dispensary and Hospital.

Maternity Hospital

Calvina MacDonald House
2105 Adelbert Road

The Calvina MacDonald House of the University Hospitals is usually called the Ma-

ternity Hospital. It is named for Miss Calvina MacDonald, who was superintendent for many years of the Cleveland Maternity Hospital when it was located at 3735 Cedar Avenue. In 1925 this hospital was moved into a new building on Adelbert Road and became a part of the University Medical Center. It has a capacity of 276 beds and provides approximately 60,000 days of service for sick women in the course of a year. Its buildings and equipment are valued at $2,324,000.

This hospital was begun in 1891 as a "lying-in" hospital for unmarried mothers. It was first located on Huron Road, later on Carnegie Avenue at East 65th Street, and again on East 55th Street until 1912, when a much larger building was erected at 3735 Cedar Avenue. It was founded in the days when it was not so customary for babies to be born in hospitals. Maternity Hospital was intended as a service to homeless, unmarried mothers, but conditions have so changed that practically all its patients are now married women.

In 1909 the first district clinic was established to serve pregnant women. Five additional prenatal clinics have since been established as out-patient departments of Maternity Hosptial. In one year's time over 20,000 visits are made to these dispensaries for advice and care.

THE WOMAN'S HOSPITAL
1946 East 101st Street

The Woman's Hospital serves men and children as well as women. It is called the Woman's Hospital because it was organized by women doctors with a women's board of managers to provide a center for the practice of women physicians and surgeons. Women doctors had found it difficult to secure appointments on hospital staffs so that they were obliged to organize their own hospital.

In 1878 the Women's and Children's Free Medical and Surgical Dispensary was organized on old Webster Street in the Haymarket district, to give medical aid to self-supporting women and girls whose incomes were small. It was incorporated in 1912 as the Woman's Hospital and moved to 3645 Cedar Avenue. Five years later it moved to 2057 East 107th Street. In 1919 the present location was occupied. The hospital now has a capacity of 110 beds. It has been a member of the Welfare Federation ever since the Federation was organized in 1913. Its buildings and equipment are valued at $195,729.

MOUNT SINAI HOSPITAL
1800 East 105th Street

Mount Sinai Hospital was opened at its present location on East 105th Street opposite Wade Park in 1916. It offers hospital and dispensary care to sick people of every race and religion.

It had its beginning in a modest dwelling on East 37th Street which opened its doors to the sick as the result of the work done by an organization known as the Jewish Women's Hospital Society which had worked for many years to raise the money. In 1904 the Federation of Jewish Charities assumed responsibility for meeting the cost of treatment given to persons who were unable to pay for it themselves.

At the time when the present Mount Sinai Hospital was opened, a free dispensary operated on East 55th Street was combined with the hospital. In 1927 additional buildings were completed, including a Nurses' Home for 200 nurses, a laboratory building, and a four-story building for clinics.

The hospital now has a capacity of 270 beds. In 1937, sick people who required bed care were given 70,856 days of hospital service. In the dispensary clinics 68,000 treatments and examinations were given patients who were able to come and go from their own homes. A training school for nurses provides for the education of nearly 100 student nurses. Buildings and equipment are valued at $2,224,759.

Mount Sinai Hospital is a member of the Jewish Welfare Federation. Money from the

Community Fund is appropriated by the Jewish Welfare Federation for the support of wards for patients who are unable to pay the full cost of hospital care; for treatment of emergency cases brought to the hospital not requiring bed care, and for the operation of the many clinics for ambulatory patients.

Mount Sinai Hospital was named after the Biblical mountain which Moses climbed when he received the Ten Commandments. The name is symbolical of the high places to which one climbs to get close to God.

CLEVELAND HOSPITAL COUNCIL
1001 Huron Road

The Cleveland Hospital Council was organized in 1916 and is the oldest hospital council in the United States. In 1918, it was incorporated under state law as a non-profit organization. Its purpose is "to promote efficiency and cooperation between the various interested hospitals, to the end of better meeting the hospital needs of the community, and to do all other things which are necessary and incidental to the proper conduct of the affairs of the Council and its constituent members."*

Eighteen Member Hospitals

There are eighteen hospitals which are members of the Council and belong to the Welfare Federation of Cleveland. Fourteen participate in the Community Fund (counting University Hospitals as one unit) and three are tax supported. Each hospital is represented in the Council by three members, one of whom must be the superintendent. The President of the Board of Trustees of each hospital is a Personal Member of the Council. A full time staff is employed in the Council office in the Community Service Building, 1001 Huron Road.

Functions of the Hospital Council

The Council serves the hospitals and the community in the following ways: (1) holds meetings for the discussion of common hospital problems; (2) assists in developing uniform procedures for hospitals; (3) provides for exchange of information on subjects pertaining to hospitals; (4) assists hospitals in development of budgets and the proper recording of statistical information; (5) cooperates with other health agencies in the development of a health program for the community; (6) studies advantages or disadvantages of legislation proposed or enacted; (7) operates a central purchasing service; and (8) operates a central investigation service.

Central Purchasing

Twenty-one hospitals and several children's institutions are associated in a central purchasing plan under the Hospital Council and through group-buying save a large sum of money annually. The Council purchases almost a million and a half dollars worth of supplies each year.

Central Investigation Service

The Central Investigation Service determines as nearly as possible by careful investigation those patients who are entitled to free service because of their circumstances. Many persons who have been self-supporting find themselves unable to meet the cost of a hospital illness. Others may be able to pay only part of the cost. The Central Investigation Service recommends the rate of charge in the latter cases. This service makes it possible for all hospitals to follow, in a general way, the same method in determining ability of patients to pay.

Welfare Federation Helps Pay

The funds assigned to the hospitals by the Community Fund through the Welfare Federation are divided according to the number of clinic visits, free days of care and part-pay days of care. The Investigation Service also certifies to the County Commissioners those patients who are entitled to receive free care. Since 1932 the County has accepted the responsibility of reimbursing hospitals for a portion of the free days of service rendered.

*From the Articles of Incorporation.

The Hospital Council is composed of the following hospitals in Greater Cleveland which in addition to pay-patients also care for charity and part-pay cases.

PRIVATE HOSPITALS PARTICIPATING IN COMMUNITY FUND

	Value of Land, Plant & Equipment	Bed Capacity	Total Days Care in 1937	Student Nurses in Training 1937
Evangelical Deaconess	$ 463,108	144	39,230	none
Fairview Park	272,289	109	32,307	54
Glenville	262,163	109	33,551	42
Grace	52,020	32	7,661	none
Huron Road	1,124,328	256	64,691	88
Lutheran	459,237	137	40,228	50
Mt. Sinai	2,224,759	270	70,856	81
St. Alexis	747,585	220	58,970	83
St. Ann's	275,329	120	24,457	none
St. John's	747,148	214	61,265	70
St. Luke's	4,572,466	391	116,827	165
St. Vincent's Charity	2,113,916	295	85,892	105
University Hospitals, Inc.	12,828,840	804	188,584	261
Lakeside	8,540,865	394	106,828	
Maternity	2,323,097	283	59,277	
Babies' & Children's	1,964,878	127	22,479	
Rainbow	641,758	100	31,474	none
Woman's	195,729	110	31,013	none
Total	$26,980,675	3,311	887,006	

HOSPITALS SUPPORTED BY PUBLIC FUNDS

Cleveland City	$ 8,000,000	1,650	480,198	250
Lakewood City	290,000	83	23,958	none
Sunny Acres Warrensville	1,600,000	459	154,672	none
Total	$ 9,890,000	2,192	658,828	

County Pays for Tuberculous and Indigent Patients

The county is required by law to furnish care to the tuberculous. Therefore, the county pays for patients at the Sunny Acres Sanatorium at Warrensville and at Lowman Pavilion at City Hospital. Children who are wards of the County Child Welfare Board also have their necessary hospital expenses paid by the county.

When the State Pays

Laws passed by the state legislature provide funds to pay hospitals for care given patients unable to pay who are injured on the highways of the state by "the operation of a motor vehicle" (automobile). The state also pays fees for hospital care of patients injured in industry when the employer is insured under the Workmen's Compensation law.

CLEVELAND HOSPITAL SERVICE ASSOCIATION

1900 Euclid Avenue

At the suggestion of the Hospital Council sixteen hospitals banded together in June 1934, to offer a plan of group insurance to employed persons who wished to contribute jointly through their place of business. All the members of the Hospital Council of the Welfare Federation with the addition of Polyclinic Hospital and Berea Community Hospital are associated in the Cleveland Hospital Service Association.

By paying a small amount monthly (60-75c) an employed person subscribes to a plan of insurance whereby he is entitled to twenty-one days of care in any hospital he may choose of the sixteen in the Association, without further charges, if he becomes ill or needs an operation. He remains under the care of his own physician whom he pays privately.

Family Members

A subscriber may secure this protection for himself and wife and for all unmarried children between one and nineteen by payment of $1.50-$1.90 a month. He may also secure protection for his mother or father or a son or daughter past nineteen (provided they live in his home) by paying at a rate half his own, which will cover half the cost of care in a hospital for twenty-one days.

CHAPTER 21

Public Health Agencies Privately Supported

Health is Wealth

The agencies described in this chapter are sometimes called the voluntary health agencies; that is, they are not supported by taxation but rather by the contributions of interested people. Since one of the important functions of voluntary health agencies is to assist and extend the activities of tax-supported health agencies, it seems fitting first to make a brief statement regarding tax-supported public health work. Students already know from their science courses much that is done to protect the water and milk supply and to insure pure food and drugs. In the study of hygiene, they have been taught to build for positive health and how communicable diseases can be controlled.

By the time a student reaches high school, he should realize that the protection of the public health is one of the primary functions of government. The Federal government deals with problems such as that of preventing cholera, yellow fever, and smallpox from being brought into this country from foreign countries. It must also deal with all public health problems which are interstate in character, such as the water supply on trains, and epidemics which threaten the safety of more than one state or of the nation as a whole.

The State government delegates its powers to local governmental units, retaining the right to protect the health of its citizens during an emergency or when the local government fails to act.

In Cuyahoga County there are at present (1938) six health departments serving respectively, Cleveland, Lakewood, Cleveland Heights, East Cleveland, Shaker Heights, and one serving the remainder of the county.

The Cleveland Division of Health has about three hundred employees, including physicians, dentists, public health nurses, bacteriologists, chemists, milk and food inspectors, and others. The headquarters are in the City Hall but seven health stations and thirteen infant welfare stations are located in different sections of the City. Subdivisions and bureaus deal with the control of communicable diseases; the bacteriological examination of water, milk, and specimens from patients suspected to have an infectious disease; the chemical analysis of food and drugs; child hygiene; the inspection of dairies and milk pasteurization plants and general sanitation. One of the most important functions is public health education, carried on chiefly by a staff of more than one hundred public health nurses, who visit homes to give instruction relating to the care of those with tuberculosis or other communicable diseases, including the protection of other members of the household, and to instruct mothers on the feeding and care of babies.

The Division of Health of Cleveland is responsible for the control of infectious diseases in all schools and other institutions. However, it gives medical examinations only to pupils in the parochial schools, the Board of Education having assumed this task for the public schools.

Both in public and parochial schools, efforts are made to discover defects in growth and nutrition, in vision, and in hearing, and to discover other abnormal conditions. Correction of these defects depends upon the cooperation of the parents. Vaccination against smallpox, immunization against diphtheria, and tuberculosis tests are also

offered. Education in personal hygiene is given by physicians and nurses and, in the public schools, by the classroom teachers as well. The hope of the future lies chiefly in the success of these educational efforts. The discoveries of preventive medicine will be of small account if they are not applied, and their application in a democracy depends upon wide-spread knowledge.

The infant mortality rate in Cleveland is among the lowest for large cities in the United States, being about 44 per 1000 births. The tuberculosis rate is also relatively low and is still falling. However, much remains to be done. There is nothing more true than the remark of the late Doctor Herman Biggs, once Health Commissioner of the State of New York, "Public health is purchasable; within natural limitations a community can determine its own death rate."

VISITING NURSE ASSOCIATION
2157 Euclid Avenue

Branch No. 1—1862 Fulton Road
Branch No. 2—2157 Euclid Avenue
Branch No. 3—5845 Broadway
Branch No. 4—11705 Detroit Avenue
Branch No. 5—2736 Woodhill Road
Branch No. 6—12512 Shaw Avenue
Branch No. 7—3804 West 25th Street

The Visiting Nurse Association is the oldest agency for public health in Greater Cleveland. It is the parent organization which started health work of many kinds that has since been taken over by governmental agencies. Its object is to provide well trained public health nurses "to visit those otherwise unable to secure skilled assistance in times of illness, to teach cleanliness and the proper care of the sick, and to prevent the spread of disease."

Any sick person, any family or any physician may send for a nurse. Patients able to contribute to the cost of care are expected to pay for service at an hourly rate. For others the service is free.

A staff of 82 nurses will answer calls from any section of Greater Cleveland. Any private physician may call a Visiting Nurse to assist him, if he knows his patient cannot afford a full-time nurse. The blue uniform and white collar of the public health nurse who carries a black bag have long been a familiar and welcome sight in Cleveland. In the course of a year, these nurses make nearly 150,000 visits, of which almost half are free to the patients.



The seal of the Visiting Nurse is the emblem of the National Organization for Public Health Nursing. It shows a woman kneeling to plant a tree, symbolic of hope that the nurse's influence for health will grow and offer welcome shade and protection. In the background is a small lamp, a symbol of the spirit of Florence Nightingale, founder of modern nursing service. The seal was the design of a Cleveland sculptor, Herman Matzen, who made it for the Cleveland Visiting Nurse Association. Later the Cleveland Association gave it to the National Association to use as a national seal, from which the pin was made, to be worn by public health nurses.

The "Visiting Nurse Quarterly", a magazine first published by the Visiting Nurse Association of Cleveland, attracted such favorable attention that it, too, was taken over by the National Association.

*Early History**

The first visiting nurses in Cleveland were employed in connection with church work. The pioneer public health nurses in Cleveland were Miss Antoinette Higley, the Parish Visitor of Old Stone Church in 1895, and three Deaconesses of the Methodist Episcopal Church in 1896, who used bicycles in going about their work. During 1898 the "Baker's Dozen", a group of young society women, became interested in Miss Higley's work and furnished her with supplies for care of the needy sick.

*Condensed from "Public Health Nursing in Cleveland" by Irene M. Bower, published by School of Applied Social Sciences, Western Reserve University.

The Cleveland Graduate Nurses' Association was organized in 1900. The next year they began to investigate district nursing organizations in New York, Boston, Chicago, and Philadelphia, with the idea of starting such an organization in Cleveland. This information helped the "Baker's Dozen" in the founding of the Cleveland Visiting Nurse Association in 1902, modeled after the Chicago Association. In April 1902, a superintendent of nurses and three additional nurses were employed; one nurse being assigned to the Goodrich House district, another to Hiram House, and the third to Alta House. The three settlement houses furnished office space and desks.

Reports made by the nurses on conditions in the city regarding tuberculosis led to the formation of the Anti-Tuberculosis Society in 1905. Later this Society, with the help of Associated Charities and the Visiting Nurses, succeeded in inducing the city government of Cleveland to employ nurses for care and control of tuberculosis.

In May 1905, the Visiting Nurse Association gave one month's demonstration of nursing in connection with public school medical inspections. In one instance, a child with a contagious disease was found selling gum and papers on the street. In homes where there were other contagious illnesses, members of the family were found working in factories and laundries. This helped to open people's eyes to the need for school nurses. In 1908 the first city nurses were employed in Cleveland. In 1910 the Board of Education first provided for school inspection and nurses.

Since 1909 the Visiting Nurse Association has cooperated with certain life insurance companies in providing nursing care to policy holders in their homes. The companies pay the Association for these visits, as it is to their interest to make people well as soon as possible.

The first industrial nurses were employed by certain factories through the Visiting Nurse Association. By 1913 six nurses on the staff of the V.N.A. were employed in industry and paid by factory owners. This kind of service was discontinued in 1920 by the Visiting Nurses, and is now left wholly to the factories.

Year after year, the Visiting Nurses, benefiting from their excellent training and preparation, have maintained the fine quality of their service. As the Association grew to its present size, new needs were revealed, and other organizations were set up to care for them. Working together, public health agencies, both publicly and privately supported, have reduced to a remarkable extent the amount of serious illness in the community and have lowered the death rate among young children.

The Visiting Nurse Association has had strong and influential backing from interested lay persons from its first beginnings. It is a member of the Cleveland Welfare Federation and receives part of its support from the Community Fund.

ONE DAY WITH A VISITING NURSE

Miss Y, the Visiting Nurse, looked over the list of calls for the day as she packed her bag. There were several patients with whom she was already acquainted and one new one.

The first call was on a mother with a new baby named Gay Iris. Surely a cheerful name, thought the Nurse and smiled to herself as she proceeded to give the tiny mite of humanity her first sponge bath. Next came a bath for the mother, her temperature taken and diet discussed. After recording her findings for the attending physician, Miss Y left for her next call.

This home was always pleasant to visit, for it was filled with gay Italian laughter and good-humored pranks by the six youngsters, of whom Frank was second oldest. Miss Y admired Frank because he faced his illness so bravely and refused to be pitied. He was partially crippled by a bone infection which had followed a football injury.

Frank's condition was excellent today. His father and mother watched gratefully as the nurse's skillful hands dressed the wound. Their appreciation brought a glow of satisfaction to her cheeks as she packed her bag and departed.

At the Sharp home, Miss Y never knew what she would find. Mrs. Sharp had a fractured knee and lay in a plaster cast which extended from her arm pit to her toes, and some days she was hysterical. Through the terrific summer heat Miss Y had come every day, turned Mrs. Sharp in bed, massaged her, relieved the pressure of the cast with cotton padding, and kept her skin smooth and healthy. She had taught Mrs. Sharp's neighbors how to help, and soon now the cast could be removed. Mrs. Sharp was cheerful today and felt that her troubles were

The Visiting Nurse brings health and courage.



Courtesy of the Cleveland Plain Dealer

nearly over. The massage was enjoyed and appreciated.

By this time the morning had been spent and Miss Y stopped to rest and lunch at the Dairy Bar. On telephoning the office for new calls, she received word that Mr. W. had asked her to call to see his wife. Mr. and Mrs. W. were an elderly couple who had been fairly well off before the depression. Now they had lost everything but their home. Mrs. W. was paralyzed on one side.

"I'll be all right soon, won't I?" she asked Miss Y, blinking her eyes to keep back the tears. Miss Y's thermometer showed that Mrs. W. had a slight fever. A cooling bath and a change of bed linen made her more comfortable but Miss Y advised a call from the doctor.

Suddenly Mrs. W. broke down completely and between sobs explained that her husband had been laid off his W.P.A. job because of his age and she felt discouraged and a great burden to him.

Situations like this called for more skill than the dressing of physical wounds but Miss Y knew they were part of her job. She talked over the possibilities with both Mr. and Mrs. W., encouraged them to try a new plan, and waited till they were braver and calmer before saying goodbye.

Down the street a little way, she stopped to see Mickey's mother. Mickey was only five and had been ill frequently during the winter. Just now he was twenty pounds underweight and Miss Y had suggested that he go to the Children's Fresh Air Camp.

Mickey's mother had seen the doctor who thought well of this plan and had filled out an application blank for Mickey to go to camp. This blank Miss Y now tucked into her bag and hurried on.

A few blocks down the street, a voice called "Oh, Nurse, come in a minute, won't you?" This was a familiar invitation and she turned willingly in answer.

Mrs. Black explained that her daughter Elaine had had her tonsils removed yesterday and seemed to be having a fever. When Miss Y tried to take the child's temperature, Elaine began to scream and hold her breath. Drawing the mother into the next room Miss Y questioned her briefly, only to hear a sorry tale of unhappiness in the home and frequent temper tantrums. A few instructions regarding care of the throat and feeding were all that seemed wise today, but Miss Y agreed to stop tomorrow and talk over plans for Elaine.

The sun was low now in the west and Miss Y was tired but she must telephone a few more messages before her day's work was done. There would be new problems to face tomorrow and as many as possible must be finished today. Then too, there were her records to write.

UNIVERSITY PUBLIC HEALTH NURSING DISTRICT

12512 Shaw Avenue

University Public Health Nursing District is the teaching center for public health nursing in Cleveland. The area which it covers coincides with Health Center No. 6, of the Cleveland Division of Health. Nursing care formerly given by the City Division of Health, the Visiting Nurse Association, and the Maternity Out-Patient Department of University Hospitals is now supplied by the teaching staff of University Public Health

Nursing District and the student body. The graduate nurses of the student group are those who are taking post-graduate work in public health nursing at the School of Applied Social Sciences of Western Reserve University. The undergraduate nurses are selected from seven of the Cleveland hospitals which include public health nursing in their curricula.

Just as student doctors and nurses are given training on the hospital wards as well as in classes and laboratories, so students in public health nursing are given training in field work under expert direction. Field work in public health is so different from hospital work or private nursing that it requires much additional knowledge.

Early History

Very early in its evolution the leaders of public health nursing realized this need for special preparation. From the time that the first Visiting Nurse Associations were organized until 1906, the visiting nurses were trained "on the job" by more experienced nurses. In 1906 a course in public health nursing was started in Boston; in 1910 the first course connected with a university was given at Teachers' College, Columbia University, in New York. Cleveland sent Miss Hanna Buchanan to join this class. On her return in 1911 she directed the first Course in Social Training for Nurses organized under the Visiting Nurse Association, in cooperation with Western Reserve University, the Associated Charities, the Anti-Tuberculosis League, and the Babies' Dispensary and Hospital. That first class of five nurses was the beginning of the present training course under the University, which now gives field work in the University Public Health Nursing District. This same year three Cleveland schools of nursing started sending a few selected students to the district to spend two months in public health nursing, just as they spend certain periods of time in the medical and surgical wards of the hospital.

Advantages of the University District

The University District is a neighborhood selected as likely to give the public health nurses a variety of experience. This variety means all different nationalities; it means people who are rich and those who are very poor, as well as those who have moderate incomes, for public health nurses must know how to give service in all kinds of homes. The nurses are expected to treat many varieties of illness. They begin with the care of mothers before the babies are born; follow up the babies after birth; watch over the illnesses of the pre-school children, and the children of school age and their communicable diseases, immunizing them against diphtheria and smallpox. They refer the coughing child or the parent or grandparent in the home to a physician or dispensary to catch the early symptoms of tuberculosis. They arrange for very ill patients to go to hospitals. They refer the blind or crippled person to a suitable welfare agency. Complete family service is given in this district, no matter what the illness, whereas in other districts the public health nursing is divided between agencies.

Support

The University Public Health Nursing District is organized under an Advisory Committee, and has its own staff like any agency. It is a member of the Welfare Federation of Cleveland and is supported by the Community Fund, by Western Reserve University and by the City of Cleveland.

The University District is made possible through the cooperation of the Visiting Nurse Association, City Division of Health, Maternity Out-Patient Department of University Hospitals, with the School of Applied Social Sciences of Western Reserve University. It is an example of the team work among social agencies for which Cleveland is famous.

CENTRAL COMMITTEE ON NURSING
2157 Euclid Avenue

The Central Committee on Nursing is made up of representatives of agencies engaged in public health nursing, representatives from schools of nursing, and members-at-large, who are persons interested and informed on public health. Each agency has two representatives, one a board member and one a professional staff member. The following agencies are included:

Cleveland Board of Education
Cleveland Division of Health
Family Health Association
University Public Health Nursing District
Visiting Nurse Association
School of Applied Social Sciences: Public Health Course

In addition, twelve hospitals which have schools of nursing are represented.

The Central Committe serves as a means of relating the work of these agencies to each other, without overlapping or competing. It is a bureau of information on public health nursing and nursing education. It helps to standardize conditions relating to the employment and services of nurses in public health agencies and in hospitals.

The Central Committee gives information to girls and young women who are interested in nursing as a vocation, such as the preliminary educational requirements, as set by the State of Ohio and the Schools of Nursing of Greater Cleveland, the cost and the conditions of training.

The Committee also serves as a central information bureau for public health nurses. The central office of the Committee takes from the public health organizations the burden of interviewing and corresponding with the many nurses who apply to them for work.

There are two sub-committees under the Central Committee on Nursing, whose duties are described by their titles:

(1) Committee on Public Health Nursing
(2) Committee on Nursing Education.

The Central Committee on Nursing receives support from the Community Fund through the Welfare Federation.

THE ANTI-TUBERCULOSIS LEAGUE OF CLEVELAND AND CUYAHOGA COUNTY
1900 Euclid Avenue

The Anti-Tuberculosis League was founded in 1904, following a survey which revealed that 10% of all deaths in Cleveland were caused by tuberculosis. The League engaged in a war on tuberculosis, because it is a preventable disease. Anti-tuberculosis means "against tuberculosis."



The symbol of the organization is a double-barred cross—two horizontal bars across one vertical bar. It is called the Lorraine cross after the Duke of Lorraine whose emblem it was in the crusades of medieval times.

The Anti-Tuberculosis League is a member of the Cleveland Health Council, a cooperating member of the Welfare Federation, and is affiliated with the Ohio Public Health Association and the National Tuberculosis Association.

Every year between Thanksgiving and New Years one is reminded of the League by the Christmas seal sale, by means of which the organization is supported.

Story of the Christmas Seal

In a little village in Denmark, a postmaster sorting big stacks of mail first caught the idea of what a Christmas seal might do to carry a message of health on the cheery Christmas greetings exchanged between friends. The King and Queen of Denmark approved the plan, once they heard of it, and in 1904 the first Christmas seals were used in Denmark. Other Scandinavian countries took up the plan, and in 1907 an American woman read about it in the Outlook magazine and started the idea of the Christmas seal in the United States. It is now used in most countries of the world as a way of supporting the crusade against the disease that used to be known as "The Great White Plague." Anyone who buys a dollar's worth of seals

becomes an active member of the organization.

Trailer Clinic

The trailer which has visited all the schools in Cleveland and Cuyahoga County during the year 1937-38 was the gift of the American Legion to the Anti-Tuberculosis League. The trailer carries a fluoroscope which is a form of X-ray enabling the doctor to examine the lungs. It is a great comfort to a person to have his chest certified by the fluoroscope examination as being free from tuberculosis, especially if the tuberculin skin test, which is used first to sort out the suspects, has indicated the possibility of trouble.

The trailer is a clinic on wheels and has proven to be so good an investment that the Cleveland Board of Education is planning to purchase two more mobile units (clinics on wheels).

Public Clinics

The first public clinic for tuberculosis was supported by the Anti-Tuberculosis League, before there was a public health clinic of any kind in Cleveland. The League did the first tuberculin testing in the schools outside of Cleveland, a work now done by the County Board of Health. There are many other first things it has done. The Anti-Tuberculosis League often experiments with something new and later turns the work over to the public tax-supported agencies. It boasts that it works to put itself out of a job, first by teaching the prevention of tuberculosis; second, by finding and treating all active cases; and finally, by demonstrating to the public agencies new and effective methods in the treatment of tuberculosis.

Considerable work yet remains in re-building and re-training those persons who have had tuberculosis and must find new occupations by which to earn their living in order to avoid a relapse. This phase of the program is called "rehabilitation."

Education for Public Health

Since health is wealth and everyone wants wealth, does it not seem amusing that any agency has to spend its efforts in educating people to protect their health? This is, however, one of the principal aims of the Anti-Tuberculosis League. It publishes and distributes great quantities of free literature and posters. It employs lecturers and a nutritionist to talk about sleeping sufficiently to rest the body; about eating nourishing food and the folly of eating to grow thin; about life in the open air and sunshine, and exercise of the right kind. If everyone put into practice all that is known about health, there would be little danger of tuberculosis. The table given below shows that educational campaigns against tuberculosis are having their effect.

Tuberculosis Death Rate in Cleveland

Year	Deaths Per 100,000 Population
1900	132.4
1904	149.6
1910	146.5
1914	130.9
1920	109.1
1924	99.8
1930	82.5
1934	69.9
1937	64.0

THE CHILDREN'S FRESH AIR CAMP AND HOSPITAL
2801 East Boulevard

The Children's Fresh Air Camp and Hospital on "Health Hill", East Boulevard, was founded in 1889 to furnish summer outings for needy children in Cleveland. Since 1917 it has been open the year around with a program devoted to the teaching and rebuilding of health in children of school age.

Climbing the slope toward Health Hill up Buckeye Road, one leaves behind the city's smoke and grime and enters a wooded campus, to be greeted perhaps by "Laddie", the friendly collie dog beloved of all the children.

The tree-shaded buildings are surrounded by playgrounds from which one hears the gay shouts of happy children on every pleasant day. These are not sick-a-bed children, but

youngsters growing strong and robust through outdoor life, wholesome food, regular habits and happy occupations.

During the entire year regular classes are taught by teachers supplied by the Board of Education. Each child's schedule is planned according to his physical endurance. The doctor, who is a specialist in child health, comes every morning. Several mornings a week, a dentist does his part in health building.

No active cases of tuberculosis are accepted, but much is done for the underweight children whose own parents cannot provide conditions in which the children can grow strong and well. Sixty children at a time are all the camp can take, but in a year many times that number are cared for. Three months is the average stay. Boys and girls from 6 to 17 years are referred by clinics, dispensaries, doctors and social agencies. The doctors report the state of the children's health, and the social agencies the home conditions, both of which are taken under consideration before admission.

Gaining in weight and health becomes a game for the children, who compete with each other to make good records. A daily rest period is required for all children. Parents are encouraged to visit their children and to watch their progress. On Saturdays instruction is given the parents on principles of health care and habit training, so they will understand the child's needs when he returns home. Many of the graduates from Health Hill go home to be health missionaries for brothers, sisters and playmates. Numbers of them go back to visit every month, showing their love for the place and the staff.

Some parents are able to pay for care; some are not. All receive the same attention. Money from the Community Fund through the Welfare Federation helps meet the cost where the families cannot pay. Through its long and interesting history, the Fresh Air Camp has received generous contributions from well-to-do patrons. Over the door of one building, given by a man who has since died, are these words: "To live in the hearts of those we love is not to have died."

CLEVELAND CHILD HEALTH ASSOCIATION
1001 Huron Road

The Cleveland Child Health Association, organized in 1929, is a center for information on child health. The director is a doctor who has specialized in public health work for children. The Association serves to unite the interest and exchange the wisdom of doctors, dentists, nurses, and welfare organizations on child health. It acts as advance scout in gathering information on the best practice in other cities and circulates that knowledge to improve the work in Greater Cleveland. The Association actively supports laws and public appropriations to promote services for improving conditions affecting child health. The Association is a member of the Welfare Federation and receives partial support from the Community Fund.

Early History

During the World War interest was stirred by the number of undernourished children. Clinics for teaching nutrition were established by the Cleveland Nutrition Clinics. These were continued after the War, with people showing a gradually diminishing interest, until by 1929 it seemed best that the work be reorganized.

Since 1911 the Cleveland Mouth Hygiene Association had been active in promoting a program for the examination of the teeth of school children, together with clinics for dental service. Mouth hygiene was an established service in the public and parochial schools and in most of the child-caring institutions and hospitals by 1929. While the service was not ideal, progress was being made and it appeared that the Mouth Hygiene Association had served its purpose.

It seemed important to the Health Council of the Welfare Federation that the nutrition and dental services should not be dropped but should be directed into new channels. The

Health Council also was aware that there was a gap between services given by the infant welfare clinics of the City Division of Health, which stop when the children are two, and the health care of school children, which begins at five or six. The Child Health Association was organized by the Health Council, therefore, to promote work for pre-school children and the continuance of dental service and nutrition work along progressive lines.

Pre-natal Classes

One of the first important pieces of research carried on by the Child Health Association was a study of the deaths among women about to become mothers. Physicians and health officials took an active interest in the findings of the study and in plans for improving conditions.

The Association considered an important part of this work to be the classes in pre-natal group instruction which had been developed by the Health Council in 1922 with considerable success. Later this work had been taken over and managed by the Maternity Hospital. Groups of mothers coming to the Maternity Hospital clinics, who were waiting their turn to interview the doctor, occupied their time in listening to a nurse explain in simple language matters of hygiene, nutrition, clothing, and infant care.

When the depression made retrenchment necessary in 1932, Maternity Hospital could no longer support this teaching program. The Child Health Association took it over and continued it under the direction of the same instructor, a registered nurse. The classes were planned originally only for clinic patients; but in 1933 the Child Health Association opened them to the patients of private physicians. Mothercraft classes, in which the making of layettes is taught, also are open to all patients. Those who are able to pay for instruction are expected to do so. In 1937 classes held in hospital clinics numbered 1952; classes in dispensaries of Maternity Hospital, 434; and classes for patients of private physicians, 454. The total attendance at all classes in one year averages approximately 20,000.

Pre-school Centers

In recent years a great deal of emphasis has been placed on the pre-school age group as an important period for the development of good health and social habits. This is reflected in the growth of nursery schools, pre-school clinics, and play centers for pre-school children. For several years the Association encouraged the growth of such groups, by operating pre-school play centers for children in some of the social settlements. It now (1938) operates the model demonstration nursery school in Lakeview Terrace, one of the Federal housing projects.

The Association acts as a clearing house for information on pre-school activities in Greater Cleveland. A pre-school director with the help of a special committee sets standards and goals for pre-school activities in Cleveland. This director visits the various pre-school centers in the city, encouraging the teachers to carry on programs which provide the right surroundings, care and training for the children. She assists teachers in planning and purchasing the right equipment and offers suggestions to teachers wishing to further their education in the pre-school field.

Dental Health Program

At the present time the school dental health program in Cleveland is administered by a supervisor who serves both the public and parochial schools. This supervisor assists the Child Health Association as advisor.

In 1936 the Child Health Association undertook to obtain information on what was being done to solve the dental health problem for school children in the larger cities of the United States, in order that this information might be used to improve the Cleveland program. Five volumes on this material were published in 1937 and 1938.

Cleveland apparently has more detailed records on the condition of children's teeth than any other city. However, there is a need for places where children can have their teeth filled or pulled at a small fee or free of charge. A Dental Advisory Committee, composed of members of the Cleveland Dental Society and representatives of civic organizations. is cooperating with the Child Health Association in an effort to provide these dental service facilities for Cleveland school children.

Child Health Education

The Child Health Association publishes a monthly bulletin to spread up-to-date information on projects and agencies for child health. Special numbers are mailed free upon request. Yearly subscriptions from teachers, doctors, social workers, and others are accepted for the price of mailing.

An annual one-day institute is held by the Association for child health workers, with lecturers of national prominence. The staff of the Child Health Association is active throughout the year, lecturing, teaching, and writing for the health care of children.

FAMILY HEALTH ASSOCIATION
2525 Euclid Avenue

"Family Health and Harmony" is the slogan of the Family Health Association. It is an agency for teaching health. Classes and consultations with individuals are held at the central offices. Classes may also be arranged at any meeting place in the county convenient to the group requesting a teacher.

The Association provides highly qualified teachers in the following fields: (1) health education; (2) parent education; and (3) social hygiene. Health courses may cover such subjects as intelligent eating, charm through health, keeping young, health of the young child and the adolescent, and preparation for parenthood. Courses for parents are many and varied: needs of children, the successful family, marriage, and crafts for mothers. Classes in social hygiene for adults cover subjects such as are taught in high school science courses in physiology and biology, also family relations, family responsibility, legal and protective measures against vice, warnings against disease, necessity for medical care early in pregnancy, and protection for unborn children.

In each course there are six or eight lectures, depending on the series selected. A small charge is made for enrollment in most cases, but is occasionally dispensed with when the fee would be a hardship upon the group.

Need for Popular Instruction

The Family Health Association has developed out of a need for non-technical popular instruction on everyday problems of personal health and family relations. The Red Cross first established a teaching center for classes in home nursing in 1916. The World War had emphasized the need of protection against social vice, and the Cleveland Social Hygiene Association was organized. Meanwhile, the interest in child development was increasing and resulted in study groups in parental education under the Child Training Committee. From 1930 to 1933, the teaching programs of these three agencies came under the wing of Cleveland College, with support contributed by the Welfare Federation. In 1933 Cleveland College abandoned this extension work, and the three groups merged their educational work under the Health and Parent Education Association, with support continued from the Welfare Federation. In 1938 the name, Health and Parent Education Association, was changed to Family Health Association.

Informal classes for young people and adults in the field of health and family relations are supported as a necessary part of social work for these reasons:

Much scientific health information has become available since the adults of today attended school.

Not all parents are equipped and willing to instruct the youth of today in matters of personal and social hygiene.

Many individuals and families do not learn the virtues of family life and reverence for mother-

hood which religion and the church have taught for centuries.

The larger freedom of women today has altered their relations with men and for their own protection they need an interpretation of those social relations which have proved most wholesome through centuries of experience.

Protection of unborn children from disease needs interpretation to the public.

Wider understanding and use of free government clinics by the diseased should be encouraged for the good of society.

Recent Changes in Program

In the fall of 1937, the organization discontinued courses in Home Hygiene and Care of the Sick, and First Aid, since such courses belong to the Red Cross which now has separate headquarters. All other phases of health education are still offered.

A new course has recently been started at the Family Health Association to train women for positions in which they can substitute for a mother in the home, when she is ill or wishes to go away for a rest or a vacation. This course will teach those who take it to assume the responsibility of the household in general; to cook and plan the meals; to care for well children; to assist in the care of a new baby; and to care for aged or convalescent people. These duties do not in any way replace the work of a trained nurse. The women trained in this course are called "Home Nursing Attendants."

REGIONAL ASSOCIATION
Housing Center, West Mall Drive

The Cleveland Regional Association, organized in 1936, is one of the youngest cooperating members of the Welfare Federation of Cleveland. It is an organization for planning the wise use of land in Cuyahoga and neighboring counties for improving housing conditions.

The Association is preparing a "master plan" for the improvement of Greater Cleveland which may be compared to an architect's drawing for the re-building of an old house. It is concerned about districts where houses are built too close together to get breezes in summer and sunlight in winter; about the fact that one tenth of all homes lack hot water and one fourth are heated only by stoves; that playgrounds and parks are not always located where they are most needed; that streets are arranged so that fast traffic passes through instead of around densely populated residential areas; and that unnecessary smoke is running up laundry bills, shutting out sunlight and increasing pneumonia.

The Regional Association seeks the cooperation of city councils, government officials and civic leaders in building a better and healthier region. Last but not least, it is working to arouse and inform people regarding needs and conditions that might be improved through government action.

The Association is financed through membership dues and contributions.

CLEVELAND HEALTH COUNCIL
1001 Huron Road

The Cleveland Health Council is a Community Fund agency working in the field of public health. It is composed of 44 members. Twenty-two of these persons represent the eleven health agencies which receive support from the Community Fund. Eleven represent the health agencies which are supported outside of the Community Fund by membership fees, such as the Academy of Medicine (an association of physicians) and the Cleveland Dental Society; by taxation, such as the Cleveland Division of Health, the County Board of Health, and the United States Public Health Service; or by endowment, such as the Brush Foundation. Eleven persons do not represent agencies but are chosen because of their outstanding contributions in the field of public health in this community.

The story of social work in Cleveland could not be written without using the word "cooperation" many times. The Cleveland Health Council is one more example of the way agencies in public health and welfare share their programs, their planning, and their wisdom in order to stretch their money and energies as far as possible to meet the great need without wasting time and strength in duplicating services.

Budget and Cooperative Planning

Each member agency which receives support from the Community Fund brings in an estimate of its needs for the year, called a budget. All the budgets are discussed in detail by the Health Council as a whole. Each member of the Council learns the hopes, plans, and desires of all the agencies. When the 44 members of the Council sitting around the council table find, as they always do, that the total amount of money required exceeds the amount of money available, they proceed to cut budgets to come within the amount of Community Fund money appropriated. The problem is to determine how the funds allotted for health work may best be spent "to buy the most public health work in this community."*

Central Services

The Cleveland Health Council staff renders technical services to the member agencies and the community in the field of statistics and research and in the field of health education. Studies of deaths by age, sex, and cause make it possible for the member agencies to direct their programs toward the solution of the most important health problems with which the community is faced. A study made in 1926 showed that most children were not being immunized against diphtheria until they entered school; it also showed that more than one third of all the cases of diphtheria and more than half of all the deaths from diphtheria occurred among children under school age. These findings resulted in the development of a health education program designed to influence parents of babies to have their children immunized before their first birthday. During 1926 there were 2281 cases of diphtheria and 192 deaths in Cleveland. In the year 1937 there were 73 cases of diphtheria and 6 deaths in Cleveland.

Another study analyzed deaths from tuberculosis and showed that the reduction in the death rate for boys and men 15 to 24 years of age during the previous 12 years had been much greater than the reduction for girls and women 15 to 24 years of age. The Girls' Health Year, an excellent health education program for girls and young women, was developed by the Anti-Tuberculosis League of Cleveland and Cuyahoga County. This has shown good results.

One of the oldest branches of statistics is called *vital statistics*. Its name is derived from the Latin word *vita*, life. It is concerned with births, deaths, marriages, and divorces. The changes in birth rates and death rates have great significance in public health and social work, as measuring the progress being made by the various health programs in the community. They show, for instance, that smallpox is conquered because of vaccination, that tuberculosis and diphtheria are being checked, while cancer and heart diseases are becoming more frequent every year.

The Secretary of the Council is a statistician, particularly interested in the field of demography, which means simply that he makes charts and graphs of facts about people.

The Cleveland Health Council was organized in 1925 as a member agency of the Welfare Federation. Doctor Roger G. Perkins was the first chairman of the Council. He served in this capacity for the first four years. This was the period during which fundamental policies were being formed. He was professor of hygiene and preventive medicine at the Medical School of Western Reserve University and gave invaluable service to the Council during its early years.

*Quotation is from Howard Whipple Green, Secretary of the Cleveland Health Council.

CHAPTER 22

The Cooley Farms

Kinsman and Warrensville Center Roads

The old order changeth, yielding place to new.—Tennyson

A PERSON driving along Warrensville Center Road in the vicinity of Kinsman Road will see a group of buildings in the Spanish style of architecture with red tile roofs on the highest point of a low hill. The central building has a tower which can be seen for a long distance. The farm land appears well tended and the general appearance is one of good management. Other groups of buildings gradually appear, perhaps a quarter of a mile apart, but connected with winding paved roads.

There are no signs to warn one away, and no walls to keep people from seeing what looks like a large, well-kept private estate. This is the City Farm, sometimes called the Cleveland Welfare Colony, which has an average daily population of over 2000 inmates and 390 employees. Officially it is the Cooley Farms of the city of Cleveland. The scattered groups of buildings comprise four distinct units, each with its own superintendent but all under the Director of Health and Welfare for the city of Cleveland. These units are (1) the Infirmary, which is on the Colony Farm; (2) the Workhouse, on the Correction Farm; (3) Sunny Acres, Tuberculosis Sanatorium with its Children's Colony, and (4) Camp Cleveland, a summer camp for children.

Someone must have had foresight and good business ability to have purchased those 2200 acres on a main highway into Cleveland, only thirty to forty minutes from Public Square. Someone must have had imagination and energy to plan so that people in poor health and idle, homeless people who had fallen into evil ways in an overcrowded city, could be transplanted to such surroundings. The story of how it happened is an interesting one.

Early History

During the early years of the twentieth century, the city government was alert and interested in social welfare. Mayor Tom L. Johnson had been aroused by a book on *Progress and Poverty* by Henry George, a social economist who believed in the single tax. Mayor Johnson's family were members of the Southern Disciple (Christian) Church of which Dr. Harris R. Cooley was pastor. Johnson was elected mayor in 1901. He made Dr. Cooley Director of the Board of Public Service, which is much the same as Welfare Director today.

Dr. Cooley believed in the responsibility of government for conditions which create poverty. It was also his belief that overcrowding in cities causes much poverty, crime, and ill health. He wanted to get as many as possible of these victims of the city "back to the land." His first move in this direction was to encourage the City to purchase farm land in Hudson, to establish a farm school for boys who were brought into court for misbehavior (see page 114). Two hundred acres also were bought near Kinsman Road to establish a city owned cemetery in the suburbs. This is now Highland Park cemetery in the center of which has been built a chapel and crematory. On one section of this land are city owned golf links.

During Johnson's second term as mayor, 1903-05, Dr. Cooley's vision for a large city farm was realized with the purchase of 2000 acres in Warrensville, land which extended south from Highland Park. The land was not bought all at once, but piece by piece,

as opportunity and wise buying made it possible. Neither was it easy to persuade the City Council and the voters that this was a justifiable plan. Today, however, as a tribute to his wisdom one sees a bronze tablet, just inside the entrance to the Administration (Tower) Building, erected after Dr. Cooley's death and more than thirty years after the farm was started. It reads: "Harris R. Cooley, 1857-1936, Dreamer, Founder, Builder."

INFIRMARY

The Infirmary unit of the Cooley Farms is for homeless aged people and for chronic invalids and disabled persons of all ages. The buildings are grouped about an open courtyard which is flower-filled all summer long. In front of the group stands the Administration building with its picturesque clock tower. Continuous porticos on the four sides of the quadrangle provide protection in every kind of weather for the old folks able to walk, and make easy passage for the wheel chairs of invalids. Adjoining the quadrangle on opposite sides are dormitory buildings, one for men and one for women. A separate building was planned for the use of aged married couples. There, over the fireplace is carved a motto of Dr. Cooley's choosing: "Grow old along with me" from Browning's poem, Rabbi Ben Ezra. However, it is interesting that since the establishment of old age pensions, there are almost no married couples on the farm and the building is used as a dormitory for single persons.

The first people moved to the Cooley Farms came from the old City Infirmary in town, (now the City Hospital) and lived in the farmhouses which were bought by the city with the farms. Soon the quadrangle was built, then the old folks' cottage and later the dormitories. The newest building in this group is the chronic hospital, a thoroughly modern building with 169 beds, which was opened in 1932. It is the only hospital in Cuyahoga County at the present time (1938) for chronic patients; that is, for diseases of long duration. It is the more necessary because the proportion of incurable bed patients requiring nursing care has steadily increased since old age pensions provide for well folks in their own homes.

Applications for admission to the Infirmary are made directly to the Superintendent. They are investigated by a social worker on the Superintendent's staff. Applicants who are blind are usually referred by the Society for the Blind; the crippled, by the Association for the Crippled and Disabled; the mentally ill, by the Probate Court; and invalids by the City and County Relief Bureaus, or by the city physicians of the Division of Health.

Two buildings in the Infirmary group are given over to the care of 350 patients who are mentally ill—the feeble-minded, the mildly insane and the epileptic for whom there is no room in state institutions. The responsibility for the cost of care for all patients in the Infirmary unit is borne in the first instance by the city of Cleveland. The city is later reimbursed by the state for the care of the patients mentally ill.

During 1937 admission to the Infirmary was sought for 484 new patients all deserving, but for lack of room only 219 could be admitted. On the waiting list on January 1, 1938 were some 350 persons. If the state were able to take the mentally ill patients into state hospitals as the law intends, room in the Infirmary would be provided for all on the present waiting list.

THE HOUSE OF CORRECTION
Workhouse

Dr. Cooley had to prove to a doubting public that prisoners could be used to work on the Farm. Almost as soon as the original land was bought, he began to use prisoners to prepare the buildings and to farm the land. At first they were brought out every day from the old workhouse on Woodland Avenue near 79th Street, a site now occupied by the Water and Public Utilities Department. As soon as the farmhouses were in shape to use,



Some of the buildings at Cooley Farms, City Welfare Colony, Warrensville.

some of the prisoners were quartered there. Only one or two guards were assigned to watch the men and they were used mainly as foremen to direct the work. Few men tried to escape, for it was considered a privilege to be allowed to work. About 50 men were used during the winter, and 100 in summer. By 1912 the new building was ready for occupancy and all prisoners were moved from Woodland Avenue. Women occupied one wing of this building until the spring of 1927 when another building at a considerable distance was erected for them. The present women's House of Correction is one of the most modern in the United States.

Both men and women work eight hours a day. The men are used at farm work, in the canning factory, caring for the greenhouse, gardens and lawns; as plumbers, printers, carpenters; in the laundry, bakery, kitchen and dining room. They do laundry work for the Sanatorium, Police and Fire Departments, public bath houses, and Health Department. The women sew and make surgical dressings for City Hospital besides housework and laundry work.

Evening school is taught by teachers supplied by the Board of Education. The Cleveland Public Library keeps the inmates of the Workhouse and the patients at the Infirmary and Sanatorium supplied with good books and magazines, a service greatly appreciated.

The most troublesome problem at the Workhouse is with alcoholics and drug addicts. When the sentence for intoxication is from ten to thirty days, it is not long enough to rid a man's system of the poison of alcohol and he goes out only to return in a few days. In an annual report of recent date, it is stated that 17 men had been in the workhouse 100 times each, and one man had been in 250 times.

SUNNY ACRES
Cleveland Tuberculosis Sanatorium

The name of the Warrensville Sanatorium, as it was first called, was changed in 1931 to the more cheerful sounding "Sunny Acres". This modern hospital for patients with active tuberculosis is beautifully located on one of the highest points in Cuyahoga County. The Sanatorium was first intended for those patients well enough to walk around, but so great has been the pressure for acute cases that the Sanatorium now takes cases in all stages of the illness.

In 1910 the people of Cleveland voted for a special bond issue to raise money for a new and modern building which was finally occupied in 1913. Other buildings have been added from time to time, the last of which was the Nurses' Home and the new 100 bed wing in 1931. The total investment in buildings amounts to over $1,600,000. The present capacity is 432 beds which includes 64 children's beds.

The Children's Colony was organized in 1915 by the Anti-Tuberculosis League and was first located in old farm buildings. In 1923 the present reception building at the Children's Colony was completed. This was followed in 1927 by the Preventorium Building, which has been used since March 1937 for active cases.

Early History

It was in June 1906 that the first sixty patients with tuberculosis were moved to the Cooley Farms from the City Hospital. They were housed in an old brick farmhouse on Richmond Road, near the Infirmary Drive. At the rear of this building a dormitory was erected later and laundry and service buildings constructed. According to early records, the patients left the City Hospital on Scranton Road soon after their noon meal and traveled by city and suburban street cars, finally ariving at the corner of Kinsman and Richmond Roads. From there, all but a few walked down Richmond Road in the mud. A few were transported by wagon. Most of them arrived just in time for supper.

Beyond the corner of East 140th Street and Kinsman Road, there were no pavements. A trip to town and return for supplies was an all day job. Nurses wore rubber boots in making their rounds between buildings, and carried lanterns at night. Some patients lived in tents and would wake up in the winter with two or three inches of snow on their beds. One of the patients was able later to make a fairly good living by hunting and trapping along the streams in the neighborhood, catching mink, skunk and muskrat.

All this seems strange and faraway nowdays when the present buildings are modern, well equipped and quickly accessible to Cleveland by means of smooth, concrete roads.

CAMP CLEVELAND

For ten weeks in the summer time, Camp Cleveland on one corner of the Cooley Farms is a happy recreation center for boys and girls who have no other chance for a vacation. They come for periods of two weeks each, first the boys, then the girls. Only those who are certified by the public relief agencies and have been examined and passed by city physicians are eligible for camp.

The city Division of Health and Welfare began in 1932, as tax money made it possible, to erect buildings and equip the camp. A new dining hall and a dispensary were ready for use in 1938. A new and complete athletic field will be ready for use in 1939. There is a splendid swimming pool, cabins for sleeping and a recreation hall. A hundred youngsters can be accommodated at a time. Two doctors are always in attendance for emergencies.

The camp is supervised by a trained camp director with a staff of camp counsellors who know how to keep children happy and busy. Every night there is a camp fire with a jolly program. The children in each cabin have an overnight hike once during their stay, besides a chance at two or three cook-outs.

Vacation funds raised by one of the Cleveland newspapers supplement the funds which the City is able to provide for the camp. To them, as well as to the City, many youngsters owe their chance for a camp experience which makes a bright spot in what might otherwise be a drab summer.

CHAPTER 23

Care of the Aged and Infirm

Grow old along with me!
The best is yet to be,
The last of life, for which the first was made:
Our times are in His hand
Who saith, "A whole I planned
Youth shows but half; trust God: see all, nor be afraid!"

—Robert Browning.

PEOPLE live longer than they used to live; that is to say, medical skill and sanitation have increased the average length of life. There are actually more old people in our civilization than at any time before. On the other hand, our industries seem to have less and less use for older people. Hence one of the principal problems of social welfare is provision for the aged.

When people earned their living in agriculture, there were many tasks at which the grandfather and grandmother could be useful. There was work at which they need not hurry. There was room for them on the farm and a variety of interesting activities. Agriculture is able to employ five times as many older persons as industry, but in Ohio the population for many years has continued to drift from the farm into the city. The employer wants only nimble fingers and quick eyes at the factory machine. The old person costs him more because of group insurance and workmen's compensation laws. In the city home, sleeping space is limited. The old person can seldom be given a room to himself and he knows he crowds the family. The middle-aged man, upon whom falls the burden of support, is overloaded because of irregular employment, increase in living costs and the necessity for keeping his children in school a longer time to prepare them for work.

Another factor in the problem is the lessening of the birth rate. At the same time that people are living longer with fewer chances to earn their living, the number of children who may be able to support them is smaller.

The thoughtful student may well ask whether a person lives longer, only to be a burden to himself and to others. The problem is one which is not yet satisfactorily answered but which must be faced for the social welfare.

Two thousand years ago, Cicero, the orator of the Roman world, wrote a famous essay on Old Age. It was his idea that no one need be afraid of old age who had the sources of happiness within his own nature. To some degree this is true today, but it is only fair to add that Cicero was a patrician and belonged to a class of society which had accumulated wealth and power by conquering and enslaving other peoples. With their wealth they could afford leisure to cultivate literature and the arts, to travel and enjoy stimulating friendships, interests and amusements. These furnished memories, associations and prestige in old age.

Education Makes Life More Interesting

Free education in our American democracy has the double purpose of preparing young people to earn their living in competition with others and also to give them some idea of the vastly interesting universe in one small corner of which they happen to live. To the inquiring mind are opened up more possibilities for investigation than can be followed up in a life-time. Ideally, an education should serve to whet the appetite of an active mind in a healthy body for a life-

long exploration. Educated persons of cheerful nature develop the inner resources which strip old age of its terrors and make them desirable company to the end of their days.

What actually happens is that most people have not been able or willing to get this sort of education either because they have not had the active minds or the healthy bodies, or because they threw away the opportunities they had in youth, or perhaps they were prevented by family circumstances and the need to work.

Aim of Social Work for Older Persons

If people come to old age without savings and with scant inner resources there is nothing gained by scolding or reading them a sermon on their mistakes. The aim of good social work is to help them find security against actual need, a place to live where they will not feel in the way nor be in the way, nor be taken advantage of by mercenary relatives or care-takers, and where some degree of useful occupation can be provided, which will be adapted to their capacity.

Some will be better off in small institutions, especially in cases where they need nursing care, or where the companionship of others in similar circumstances lessens the loneliness of age. Others will find contentment only in a home which seems to belong to them, as an institution never could.

Sons and Daughters Expected to Support Aged Parents

The Ohio state law requires sons and daughters to support needy parents if they are able to do so. This does not mean that old people must live in the homes of their children, although that has been the custom in most cases. Often much heartbreak could be avoided if they lived apart. The old have habits and ideas that become fixed in the past, in a world unlike that of their children. They tell over and over again how things were "when I was a child." They dislike change and need the comfort of regular routine. Through dread of being useless and of no account, they expect frequent evidences of affection. If these are lacking they sometimes imagine the family wants to be rid of them.

PUBLIC ASSISTANCE TO THE NEEDY AGED

First Ohio Law, 1933

In 1933 the first Ohio law was passed to provide public funds for the needy aged. Interest in the measure was promoted largely by the Fraternal Order of the Eagles, which assumed responsibility for circulating petitions over the state to initiate a bill that might be submitted to popular vote. Bills presented to the legislature had failed repeatedly because of lobbies which resisted the imposing of new taxes. When the question was submitted to vote of the people, it carried overwhelmingly.

Federal Law, 1935

The Congress passed the Social Security Act in 1935, making available additional federal funds if the states would present acceptable plans conforming with the federal act. Ohio's plan was accepted by the Social Security Board so that since February 1936 the cost has been divided equally between the state and federal governments.

The Social Security Board does not wish aid to the aged to be called "pensions". A pension is interpreted as an allowance granted in consideration of past services. A soldier has a right to a pension because of his services. Aid to the aged is granted not as a right but as a need. The Division of Aid for the Aged speaks of the *recipient of aid* as receiving a *grant*, not a pension.

Who is Eligible

Under the amended Ohio state law of 1937 an applicant for aid must meet the following requirements. He must be 65 years or older; a citizen of the United States; a resident of Ohio for five years out of nine preceding date of application, and for one

year immediately preceding application a resident of the county in which he applies; he may not have deserted or failed to support his wife and children within ten years; he may not have an income that exceeds $360 a year, or property that exceeds $3,000 if single, or $4,000 if married; he must be unable to support himself and must be without any responsible relative able to support him. He must show proof of age, residence and citizenship. Relatives who are responsible under the law for his support must sign papers giving their income from all sources, showing why they can not support him. All papers and statements must be verified by investigators employed by the Division of Aid for the Aged. The Division is a cooperating member of the Welfare Federation.

When the recipient has a bank account he must sign a release permitting investigators to verify his deposits. He is allowed to keep as much as $250 in trust for his burial. If he has property he is required to sign a release to the state which will permit the sale of the property at the time of his death to reimburse the state for his care. If the amount of the sale exceeds the cost of his care, the excess sum goes to his heirs. The state will pay $100 toward burial expenses when the recipient does not have sufficient funds in trust.

Service of Investigators

Investigators are required to make quarterly visits upon all recipients of aid. Investigators are available at other times, in case of illness or emergency, to plan for the humane care of recipients. If any person receiving aid is convicted of drunkenness or other offenses, or is found misspending or wasting his money, the Division may require that a legal guardian be appointed for him, or may cancel his grant.

Allowances are not large enough to provide for private doctors in case of illness. Those who can get about are referred to out-patient departments of the general hospitals. In acute illness city doctors are called and if necessary, patients are sent to local hospitals where they must be cared for at the expense of the county, the Community Fund, or the hospital.

Cost to Taxpayers

During 1937 over two million dollars or $171,689 per month was allotted to an average of 7180 recipients of aid in Cuyahoga County. In the first six months of 1938 the number of recipients increased rapidly until in June, 8194 had been accepted. The grant per person, averaged for eighteen months, from January 1937 through June 1938, was $24.27 per month.

The state Division of Public Assistance estimated that in the spring of 1938, for every 1000 persons in the population of Ohio past 65 years, 227 were receiving old age assistance or, in round numbers, one out of four.

PRIVATELY SUPPORTED INSTITUTIONS FOR THE AGED

Altenheim, 7719 Detroit Avenue. Altenheim is a German word meaning home for old people. This institution accepts both men and women and can accommodate a total of forty. Approximately one-third are men and two-thirds are women. Applicants must be of the white race, 65 years of age or older, in good health and in good standing at the time of admission. All applications are passed upon by the board of trustees.

The home is maintained by the West Side Deutscher Frauen Verein (West Side German Association of Women) from whose membership the trustees are chosen. The Altenheim Association was organized in 1875 and incorporated in 1886. It was interested in various kinds of charitable work at the outset but gradually concentrated on work for the aged. In 1892 the present building on Detroit Avenue was erected at a cost of $40,000.

An entrance fee is required but is adjusted to the circumstances of each applicant. All property must be turned over to

the Home. Applicants are received for a six months' probation period with the understanding that they may withdraw or be discharged at the end of that time if they are not satisfied or suited to conditions in the Home.

Individual rooms are provided. A full time practical nurse is employed and medical service is available as needed. If hospital care is desirable that, too, is made possible.

Amasa Stone House, 975 East Boulevard, was formerly "The Home for Aged Women". The first building was the gift of Mr. and Mrs. Amasa Stone in 1877 and was located on old Kennard Street, now East 46th Street. It was intended for "aged gentlewomen accustomed to surroundings of refinement and culture".

Protestant women past the age of 65 are eligible if able to pass a physical examination at the time of admission. While Amasa Stone House is not primarily a home for invalids, hospital care is provided in case of illness after admission. An entrance fee of $750 is required.

After fifty-four years of use, the building and the location became unsuited to the need. By the will of Mr. W. G. Pollock a new site was provided in a quiet spot at Parkgate Avenue and East Boulevard. Mr. Samuel Mather, son-in-law of Amasa Stone, contributed generously, and in 1931 a new building was occupied with an increased capacity for 52. The old name, "Home for Aged Women", is no longer used. It is now called Amasa Stone House, to perpetuate the name of the founder. It is a member of the Welfare Federation and receives some support from the Community Fund.

Baptist Home of Northern Ohio, 8903 Cedar Avenue, is for white women only, preference being given members of the Baptist Church. An admission fee of $500 is required. Applicants possessing more than this amount are expected to give it to the Home but are allowed 3% interest during lifetime.

Interest in establishing a Baptist Home began in 1904 when members of the Women's Social Bible class of the Euclid Avenue Baptist Church became aroused over the circumstances of one homeless old lady awaiting discharge from a hospital with no place to go. All the existing homes for old folks were full and it seemed to them desirable that each church denomination should have its own institution.

For two years these ladies were busy raising money. In 1906 their meetings had extended to include representatives from all the Baptist Churches in Cleveland. Upon the advice of interested men, they incorporated as the Baptist Home of Northern Ohio in 1907 and purchased the Southworth residence at 3334 Prospect Avenue. They were aided by a gift of $5,000 from John D. Rockefeller, who was a Baptist, by $5,000 from the Southworth heirs, and later by a legacy from Nathaniel N. Quilling.

The present building has been occupied since 1919 and can accommodate 27. The Board of Managers is composed of representatives from each of the Baptist churches in Greater Cleveland. A Board of Trustees, composed of men, is responsible for the property and business matters. The Home is supported by admission fees, endowment and the Community Fund and is a member of the Cleveland Welfare Federation.

Church Home, 2227 Prospect Avenue, is an institution for elderly women under the Episcopal Church. The present home is in a four-story brick building adjoining a small park in the rear of Trinity Cathedral. It is under the management of an Episcopal Sisterhood, Sisters of the Transfiguration. Applications for admission are made to the Board of Lady Managers, who are responsible for the Home and its maintenance and are advisory to the Sisters on social questions. A board of men trustees is responsible for property and business questions.

The present building was erected during the '90's as the gift of Mr. Samuel Mather.

Each of the residents has an individual room. The home accommodates eighteen ladies beside the Sisters, a resident nurse and the necessary servants.

There are no rigid requirements as to age and admission fees. These matters are adjusted to the circumstances of each applicant. The home is supported by endowment, the Episcopal diocese and the Community Fund. It is a member of the Cleveland Welfare Federation.

On a wall in the home hangs a framed letter in the quaint handwriting of Rev. James A. Bolles, former rector of Trinity Church, to Bishop William A. Leonard, explaining the origin of the home. A midnight call to a dying woman began a friendship between the rector and the woman's husband, Mr. William Stubbs, which led to his bequeathing his property to the church for charitable purposes. The Stubbs' home at Central Avenue and East 14th Street was dedicated in 1856 to serve as an institution for "the sick and friendless of both sexes, and as a House of Refuge for boys and girls seeking employment but having no place of protection". When these quarters proved inadequate, a second home was used for a time on Scovill Avenue and old Chapel Street. Gradually the work concentrated upon care of older women and Mr. Mather's generosity made possible the beautiful building now in use.

Cleveland Home For Aged Colored People, at 4807 Cedar Avenue, accepts both men and women past 65 years of age who have been residents of Cleveland for at least five years. An admission fee of $300 is required and the Home becomes a co-partner in any property or money owned by an applicant. Upon death, all the property comes into the possession of the Home.

Mrs. Elizabeth Bryant in 1893 launched the movement to raise money to found a Home for the "worthy aged". Sufficient funds were in hand by 1896 to justify an organization to plan the institution and a residence on Giddings Avenue was purchased.

In 1901 a larger property was purchased at 186 Osborn Street. This was burned within a year. Undismayed, leaders among the colored people persisted, encouraged by gifts from interested white people. The present location has been occupied since 1914 and has a capacity of seventeen. Support is derived from fees and the Community Fund. The Home is a member of the Cleveland Welfare Federation.

Cleveland Scottish Old Folks Home, Inc., 1835 North Park Boulevard, is intended for men and women of Scottish descent, past 65, if they are able to pass a medical examination at the time of admission. No set fee is required, but applicants are expected to turn over all property they own upon acceptance. The Home has a capacity of twenty and is supported by the Scottish Societies of Cleveland, and Clevelanders of Scottish descent.

The house and grounds were bought by the St. Andrews Benevolent Society in 1928. The present name, Cleveland Scottish Old Folks Home, Inc., was adopted in 1934 when a corporation was formed in order that the Home might be supervised by representatives from all the Scottish Societies in Cleveland.

Dorcas Invalids Home, 1380 Addison Road, is for invalid white women past 65 years of age whose illness is not contagious and involves no mental disease. The admission fee is $700 and any property must be turned over to the Home, although interest is paid to the patient during her lifetime.

The Home is a member of the Cleveland Welfare Federation and receives support from the Community Fund to supplement what is earned by admission fees and endowment. It is under the management of the Dorcas Society of Cleveland. The name Dorcas is taken from the Bible. Dorcas was a Christian disciple who made coats and

garments for the poor and was raised from the dead by Peter.

The Cleveland Dorcas Society was organized in 1867 at the close of the Civil War at the suggestion of Mrs. J. A. Harris. During the war, groups of women had met regularly to sew for the hospitals, the sick and the poor. The Dorcas Society was started by fourteen women who had enjoyed companionship and satisfaction in this kind of work.

An early history reports that the Dorcas Society had rooms in the City Hall "where a large number of ladies met to sew and receive applications for aid". Families were visited and investigated as to their wants and as a result "it was ascertained that many poor women—the most deserving—would not apply to public charity for fear of being known as paupers".

Members of the Dorcas Society were also active in St. Clair Street temperance work for "Mothers' Relief". In 1884 they rented a small house to provide for sick women. This was later christened "Invalids Home".

In 1885 the Dorcas Invalids Society was incorporated as a union of the Invalids Home and the Dorcas Society. For a long time both the institution and the outside relief work were carried on.

After several years on Euclid Avenue, the Home was moved in 1892 to Addison Road, which was then known as East Madison Avenue. A gift of $10,000 from Mr. Rockefeller supplemented by $20,000 raised by numberless other persons made possible extensive additions and improvements.

In 1928 the Home was remodeled and a new wing was added. The present capacity is fifty-two.

Eliza Jennings Home, 10603 Detroit Avenue, is intended for incurable invalid women of the white race of any age, who can present satisfactory testimonials of character. As no cases of contagious or mental disease are accepted, a physician's certificate is required. Applicants must have lived in Cuyahoga County for six years, must pay an admission fee of $700 and be willing to leave their property to the Home. Any income from property is paid to the patient during her lifetime.

This home was first opened in 1888 and was for a while under the management of the Young Women's Christian Association, to whom it was bequeathed by Mrs. Eliza Jennings. Mrs. Lewis Burton, wife of the rector of St. Mark's Episcopal Church, had been able to interest Mrs. Jennings, who was her sister, in the need of providing for homeless invalid women whose means had been exhausted by long-continued illness. As so often happens, the plight of one unhappy person had served to call attention to a general need. An old lady from a refined family had been taken to the City Infirmary because of an incurable nervous condition brought on by years of self-sacrificing care of an invalid sister. Feeling disgraced she continually prayed that she might not be left to die there. Mrs. Jennings wished the home to be used "for worthy women suffering from incurable diseases whose means are insufficient for their support".

The Board of Managers is now independent and the Home which is a member of the Cleveland Welfare Federation is supported in part by fees and endowment, in part by the Community Fund.

Little Sisters of the Poor, 2507 East 22nd Street, under the Catholic Church, is for men and women past 60 years, of any race or creed. There is no admission fee required. In fact, persons must be destitute but of good moral character to be considered.

"Little Sisters of the Poor" is the name given to a religious order of the Roman Catholic Church, founded at St. Servan on the coast of Brittany, France, in 1839. In that year the young Jeanne Jugan, who had been nursing the sick, offered the first "hospitality" to the aged poor. Joined the next year by two friends, and soon after by a

third, these young women in their enthusiasm called themselves "Servants of the Poor". In 1842 when Jeanne was elected Superior, they took the name, "Sisters of the Poor", cut off their hair, gave up what jewelry they owned, and consecrated "their lives to God and the service of the poor by the three religious vows of poverty, chastity and obedience, to which they added the vow of hospitality".

In the hundred years, 1839-1938, the order has grown, though not without opposition in the early years, until today over 5,000 Little Sisters are nursing 50,000 of the sick and aged in 26 countries.

The work in Cleveland was begun in 1870 in a small frame house on East 22nd Street. Now the buildings are of brick, four stories high, and extend from Hazen Avenue to Creighton Avenue on East 22nd Street, with accommodations for over two hundred. Except for the city infirmary, it is the largest of the homes for the aged in Cuyahoga County.

The Home is supported by donations collected by the Sisters. The regulations of this religious order do not permit their homes to be endowed or to have fixed incomes or regular allowances from any civil source. They prefer to remain poor, trusting in Providence and the voluntary charity of benevolent people. They are grateful for legacies which may be put to immediate use.

The A. M. McGregor Home for Aged People, 14715 Terrace Road, East Cleveland. At the corner of Terrace and Lee Roads, facing a tree-covered hillside, stands the McGregor Home. High above the road on the hill, facing the sunset, are two cottages which increase the capacity to 68.

This institution for Protestant men and women past 65 owns twenty-three acres of land and has ample gardens for fruit, flowers and vegetables. An admission fee of $600 is required and all real estate and personal property must be turned over to the Home. Applicants must have no living children and must be able to pass a physical examination. The Home was planned for childless residents of Cleveland and vicinity accustomed to refinement and culture in more prosperous days.

The Home is supported by endowment and admission fees. A board of ten trustees administers the endowment and property. It was endowed by Mrs. Tootie McGregor Terry in memory of her husband, Ambrose M. McGregor, and is built on the site of his boyhood home. Mr. McGregor was at one time an official of The Standard Oil Company of New Jersey, a friend and associate of Mr. John D. Rockefeller. The main building was built and opened in 1908. Members of the McGregor family, as the old folks are called, are predominantly women but couples and single men are equally eligible.

Recreation and entertainment are provided by many East Cleveland groups, including the Glee Club of Shaw High School and the Girl Reserves of Kirk Junior High School.

The Montefiore Home, 3151 Mayfield Road, Cleveland Heights, was founded in 1882 as a home for "aged and infirm Israelites" who are past 65. Its services are not confined to residents of Ohio.

All applicants must be able to pass a physical examination and are accepted on probation for three months. If accepted permanently they are expected to give the Home any property or investments they own in return for care.

The Home can accommodate between eighty and ninety residents and is supported by income from endowments, donations by individuals, contributions from the Community Fund and other welfare organizations. It is a member of the Jewish Welfare Federation.

Such residents as are physically and mentally able and willing to assist in light work about the house or garden are invited to do so.



Something to love and tend in one of Cleveland's many homes for the aged.

The staff includes superintendent, matron, assistant matron, physician, dentist and oculist.

The present spacious fireproof building was erected in 1918 on a site of 5½ acres. The main building contains comfortable living quarters, sunroom, men's lounge, library, a hospital section, and a chapel for religious services. Talking moving pictures are shown weekly, and monthly parties celebrate the birthdays of all residents whose birthdays occur within that month.

Orthodox Old Home, 736 Lakeview Road, admits men and women of the Jewish faith who are past 65. No admission fee is required, but if the applicant has more money or property than he needs for his immediate care it must be assigned to the Home.

It is the second largest institution for the aged supported by charity in Greater Cleveland. It has a capacity of 160.

It was founded in 1907 and was first located at East 59th Street and Scovill Avenue. In 1921 it moved to the new building at the present location. An addition was built in 1931 equipped with more medical facilities. The present building has eight general wards of four beds each, three wards of four or five beds each, seventy-eight single rooms, several double rooms, a medical and a dental dispensary, a library, sun parlors, recreation rooms, synagogue and chapel.

The Home is supported by donations, membership dues, the Community Fund, and nominal admission fees paid by inmates. It is a member of the Jewish Welfare Federation.

Welsh Home, Center Ridge Road, Rocky River, is a national home for men and women of Welsh descent who are past 65. An admission fee of $500 is required and property must be turned over to the Home. Applicants must be able to pass a physical examination for admission.

The Home has a capacity of thirty-two and is supported in part by fees and in part by the Women's Welsh Clubs of America.

Organized in 1914, the first location was on Mayfield Road. In 1919 the Home was moved to the present location. Adjoining a small lake, the site is a beautiful one with woods covering much of the seven acres belonging to the Home. The superintendent is a graduate nurse.

As the Welsh are fond of singing, effort is made to provide musical entertainment. The Welsh clubs and nearby churches offer recreational features which are greatly enjoyed by the old folks.

BENJAMIN ROSE INSTITUTE

The Benjamin Rose Institute, Rose Building, 2060 East 9th Street, is a social agency primarily for the aged although it serves some other purposes. It was organized in 1909 to carry out the will of Mr. Benjamin Rose. He was a wealthy man who left his entire estate to be used for charity, with the requirement that only the income be spent each year.

Mr. Rose's will intended that most of his money should go to the assistance of "respectable and deserving people" in need, preferably of the Anglo-Saxon race, who are past sixty-five years old, if men, and past sixty, if women.

The charter of the Rose Institute is broadly drawn so that other people who

wish to leave money for charitable work may add to the fund. The Board of Trustees is composed of women and has the sole power to determine what persons shall receive aid. The agency is a cooperating member of the Cleveland Welfare Federation.

Case workers employed by the Rose Institute assist the old people to find suitable living quarters, arrange for such medical care as they need and advise them about spending their allowances wisely. For example: Mrs. Smith may fume and fuss and occasionally have severe temper tantrums; Mrs. Jones may be despondent, lose interest in life and no longer dress as neatly as she did; Mrs. Robinson may be unable to handle her money and fall into one difficulty after another; she may have illnesses, real and imaginary. To all of these, the case worker offers cheer and courage as well as guidance. Physical comfort is made possible and a genuine interest is taken in all the small happenings of the day, so that the social worker is regarded as a true friend who stands by in sicknes and in health.

CHANGES IN CARE OF THE AGED

In the days when most people lived on farms or in villages, care of the aged could be more easily provided in the homes of their children or other relatives. However, there always were some to whom care was given at public expense in a poorhouse or infirmary. It happened often that these people were ignorant, mentally weak or diseased, victims of a poor inheritance or lack of opportunity, sometimes of a misspent youth. The general public felt they were a hopeless lot and that their plight was more or less their own fault. Therefore, it was enough to provide them with food and shelter.

As cities developed and room became more precious, friends and relatives found it more of a strain to care for helpless aged. Gradually a few old folks who had been well educated and who in youth and middle age had been accustomed to homes of refinement found their way to the city infirmary. They felt the disgrace and suffered keenly through close association with all sorts of people. To die in the poorhouse was to them a terrible calamity.

It was during the thirty years following the Civil War that most of the homes for the aged supported by private charity were founded. They were designed for the "worthy" and "deserving" aged poor. By that time, it was recognized that destitution might result from childlessness, accidents of fate, or long-continued illness for which the sufferer could not be blamed.

Thirty years have now elapsed since the last old folks home was founded in Cuyahoga County. Just about thirty years ago with the establishment of the Benjamin Rose Institute came a new emphasis away from institutional care. The needs and numbers of older folks were increasing but so was resentment against institutional life. Only a few of the aged could adapt themselves to it and prove agreeable companions to others. To find persons with similar background, education and religious affiliation who could live together harmoniously apart from associations they loved became increasingly difficult.

While Benjamin Rose Institute clung to the idea of helping only folks of "gentle breeding and refinement" it was able to demonstrate that most old people preferred to live "privately," that is, outside an institution among associations of their own choosing.

With the business depression of the '30's, the numbers of older people thrown out of work became so great that to build an adequate number of institutions became impossible. All sorts of people now became dependent. As fast as most big factories closed down, their management went to work to overhaul the equipment. Labor-saving machines were introduced to do more swiftly and efficiently the work that men used to do. It became apparent that when they resumed

work these big industries would employ fewer men than formerly.

European countries meanwhile had had years of experience with a system of old age insurance. Following their experience, the Social Security Act of 1935 set up a plan of old age insurance for the United States with the hope that once it went into effective operation it would gradually replace or lessen the need for public assistance to the aged.

FEDERAL OLD-AGE INSURANCE

The Social Security Act provides a form of old-age insurance under the federal government. It was first proposed for the protection of workers in industry and commerce. On and after January 1, 1937, each employer pays a tax on his payroll beginning with 1% and increasing gradually until in 1949 it is 3%. At the same time the worker is taxed at the same rate on his wages. The employer is required to deduct the worker's tax from his wages and to send it to the government along with his own tax. This money builds up gradually an Old-Age Reserve Account from which benefits can be paid to workers when they retire after they become 65 years of age. Monthly retirement benefits cannot begin until 1942 when the reserve fund and all the vast machinery required will be ready to operate.

When a worker reaches 65 he will be qualified to retire and to receive monthly payments if he meets the following requirements: (1) his wages from employment covered by the Act after 1936 and before the age of 65 must total at least $2,000; and (2) these wages must be from work at some time in each of at least five calendar years after 1936 and before the age of 65.

The amount of benefits a person receives is determined by the wages he has earned except that he is not taxed and is not paid for money earned in excess of $3000 a year. If a person dies before he has received all the benefits due him, payment is made to his estate.

The original Social Security Act did not provide under the insurance plan for persons employed in agriculture, domestic service in a private home, casual labor not in the course of the employer's trade or business, service performed by someone past 65, service for the United States government or any political subdivision, or for teachers, social workers, religious leaders, and the like.

Administration of old-age insurance will necessitate keeping continuous records of wages earned by approximately 26,000,000 workers.



Courtesy of the Jewish Welfare Federation

CHAPTER 24

Community Planning for Social Work

Team Work for a Better Cleveland

OUT of the vision and experience of civic-minded members of the Cleveland Chamber of Commerce grew the Federation of Jewish Charities in 1903; and the Cleveland Federation for Charity and Philanthropy in 1913. The latter was combined with the Welfare Council in 1917, to form the Welfare Federation of Cleveland.

Committee on Benevolent Associations of the Chamber of Commerce

It was in the year 1900 that the Chamber of Commerce took the first step toward united planning for economy and efficiency in money raising. The business men of Cleveland had been troubled by the growing demands upon them to support new charities, so they appointed a committee to investigate the needs and the usefulness of all the principal charities and hospitals in Cleveland. This Committee on Benevolent Associations saved the time and energy of the members of the Chamber of Commerce, and promoted good business methods among the charities.

Later the Welfare Federations took over most of the duties of this committee, but the Chamber of Commerce has continued to give its members supplementary service through a Committee on Solicitations.

Committee on Solicitations of the Chamber of Commerce

The Committee on Solicitations, through the employed staff of the Chamber of Commerce, investigates schemes which seek to raise money by soliciting business men for donations of money or merchandise, or for the purchase of tickets or advertising in programs and other publications. The committee's decision to approve or disapprove such projects is sent, along with the important facts in each case, to members of the Chamber of Commerce by means of a bulletin. The committee usually objects to appeals for

money or help made over the telephone, and discourages benefit performances because they cost so much compared with what they clear. It is not the plan of the committee to endorse any project outright but rather to give each member sufficient information to enable him to make his own decision.

ASSOCIATED CHARITIES*
1001 Huron Road

No history of the early efforts at community planning in Cleveland would be complete without mention of the part played by the Associated Charities in the days before there was a Welfare Federation. The Associated Charities was itself a combination of early charities as its name implies. Its primary concern was and still is "family welfare." It was for a time called the Charity Organization Society (1881-84) and has been deeply concerned through most of its history with promoting and encouraging plans for the health and welfare of the community.

Committee on Cooperation

In 1908 under the leadership of James F. Jackson, Superintendent of the Associated Charities, a Committee on Cooperation was appointed "to promote cooperation among various charitable organizations of the city." This committee was a great help in developing good will between agencies and in securing their support for new undertakings. Among the projects it sponsored were the following:

A Social Service Exchange or Clearing House, 1910 (see page 242.)

Directory of Cleveland's social, civic and religious organizations, published in 1910 and 1914.

Western Reserve Conference on Dependent and Neglected Children, 1910 (see page 78.)

Meeting of the National Conference of Social Work in Cleveland, 1912.

Establishment of a School of Social Work at Western Reserve University (see page 247.)

In 1914 this Committee on Cooperation of the Associated Charities was merged with the Welfare Council of Cleveland (see page 234).

*See page 32 for present day services.

THE JEWISH WELFARE FEDERATION
1001 Huron Road

It is a matter of just pride with the Jews that they take care of their own people. Charity is a part of the Jewish religion. The Hebrew word for charity also means justice. Back in the Old Testament times the ancient Hebrews had a custom of setting aside a part of their fields for the use of the poor as is told in the Book of Ruth.

Early History

The earliest Jewish Charities in Cleveland were planned for the care of orphans, the aged, and for helping immigrants to understand and adjust to American life. In 1893 there was a severe business depression. To meet the suffering and losses, the Jews in many large cities found it necessary to organize their charities along new lines. A movement spread rapidly over the country to federate Jewish charities; that is, to unite them for community planning and money-raising while allowing each one to remain independent under its own officers to do its own special kind of work. The Cincinnati Jewish Federation, organized in 1896, is the oldest in the country.

Cleveland Federation of Jewish Charities

The Cleveland Federation of Jewish Charities, planned in 1900, became effective in 1903. It undertook the responsibility of providing support for the following agencies:

Cleveland Council of Jewish Women
Council Educational Alliance
Jewish Infant Orphans Home
Mt. Sinai Hospital
Hebrew Relief Association
Cleveland's share to National Jewish Hospital for Consumptives in Denver
Sir Moses Montefiore Kesher Home for the Aged.

In 1926 the name was changed from Federation of Jewish Charities to Jewish Welfare Federation to indicate that the organization was concerned with the welfare of the entire Jewish Community and not just charities in the narrow sense. Since August 1919, the Jewish Federation has received support from the Community Fund. At present (1938) nineteen organizations are aided by

the Community Fund through the Jewish Welfare Federation which serves them as a budgeting agency.

How Funds Are Budgeted Among Agencies

Formerly, when each agency raised its own funds, the one which was the best solicitor got the most money even though it may not have been doing the most or the best work. At present, the Federation studies the services of each agency and likewise the need for those services, and distributes the money to meet the problems that most need help.

Why Statistics Are Important

Each month the Jewish Welfare Federation gets information from each member agency showing how many people it has helped; what types of service it gave them; and for what items it spent its money. The community which furnishes the money naturally wants to know how it is spent. It is the obligation of the Federation to tell the contributors.

Adjustment Among Agencies (Coordination)

Sometimes a family needs the services of more than one agency as, for instance, where there is illness such as tuberculosis, and unemployment requiring relief. The Federation aids these agencies to plan their work so that the family secures the services of both without needless effort and conflict in the plans of treatment.

Planning To Meet New Needs

Since each agency in the Federation is organized to give a particular service, it sometimes happens that certain types of need are not being met because they fall between the areas covered by the agencies. An agency which attends rather strictly to its own business may not be fully aware that no other agency is meeting a particular kind of need. The Federation, however, is responsible for knowing all the needs in the field. Therefore it will bring to the attention of some agency the importance of extending its service or it will take the leadership in establishing a new agency, if that is best.

For example, there was a time when the only care a Jewish orphan might receive was in an institution. Since some children thrive better in foster homes, the Federation in 1921 developed a new agency to provide foster homes, called the Welfare Association for Jewish Children (see page 81).

Standards of Work

Since the Federation represents the whole community it has an obligation to assure contributors that the services of the agencies are uniformly good. Therefore the Federation with the help of the agencies concerned seeks to set uniform standards of efficiency. It is able to arrange for people doing the same kind of work in different agencies to receive the same salaries, to work the same number of hours, and to have the same minimum training.

Help Given by Board Members

Years ago welfare work was done by persons who gave their services free in their spare time. Gradually the number of persons needing help became so large that full-time service was required. It also came to be understood that meeting human needs required a special knowledge and understanding of people. So it came about that as problems grew more complex and greater efficiency was demanded, special training for social work became necessary.

Persons who formed the early organizations, however, continued their interest and to some extent, their services on boards and committees of the several agencies. Such lay people represent the community's interest and investment in the social agencies. They determine the policies and general rules by which the agencies function. They create the frame work within which the professional worker does the daily task. They determine how money shall be spent, the types of service which the agency will give,

and employ the director of the agency and sometimes other paid staff. They also keep the community informed on what the agencies are doing so that those who make the service possible through their money and also those who need the service may know what the agency does for the community.

Jewish Welfare Fund

The Jewish Welfare Federation conducts an annual campaign in the month of May to raise money for more than thirty major organizations, mostly national and international, which do not come within the province of the Cleveland Community Fund. In addition it makes minor grants to a number of smaller organizations.

The purpose of these agencies at the present time is mainly the relief and rehabilitation of Jews suffering from poverty and persecution in other lands. As the Jews in these countries have to depend mainly on the Jews in the United States and England to help them, funds are collected in a similar way in cities throughout the country.

THE WELFARE FEDERATION
OF CLEVELAND
1001 Huron Road

HOW THE WELFARE FEDERATION GREW

The years between 1900 and 1917 when the United States entered the World War were years of rapid growth among the charities. Modern social work had its real beginning in this period.

These were the years of big business combinations in the world of commerce. There was much talk about industrial efficiency. Leaders in the Chamber of Commerce carried their ideas of business efficiency over into welfare work. They proposed a combination of social agencies to be known as the Cleveland Federation for Charity and Philanthropy.

Federation for Charity and Philanthropy

A committee on Benevolent Associations drew up the plan for the Federation, which was adopted by the Chamber of Commerce on January 7, 1913. The new Federation was designed "to assist and harmonize the work of the charitable and philanthropic organizations in Cleveland and vicinity." Only organizations securing the endorsement of the Chamber of Commerce were invited to join the Federation. In order to unite all money-raising activities in one big campaign each year, these organizations agreed to certain requirements: (1) not to solicit for current expenses from persons contributing to the Federation, (2) not to circulate tags and tickets and to do away with benefit bazaars, fairs, entertainments and balls, (3) to consult the Federation about raising funds for purposes outside of current expenses, (4) to make reports as requested and to keep their books open to audit by the Board of the Federation.

Mr. Whiting Williams, financial assistant to the President of Oberlin College, was employed to put the Federation on its feet. The influence of business men's minds was seen in the kind of committees appointed, which included: research and publicity, institutional efficiency, ways and means, trust funds, and audits. It wasn't altogether easy going at first, but by December 1913 there were fifty-five organizations in the new Federation.

The first attempt to raise money in one central campaign was made June 2 to 9, 1913, called "Good Will Week". In this campaign two thousand new givers were reached. The goal for the year, October 1913-September 1914, was set at $400,000 but it was not until the third year, 1915-16, that it was reached. That year $410,000 was raised from four thousand givers, an increase of $100,000 over any previous year. By this time the campaign of education had begun to take effect and many more persons had become interested.

This was all good business procedure but the social workers wanted something more than a business federation for raising money. So it was suggested that Mayor Newton D.

Baker call a group together to plan a Welfare Council.

Cleveland Welfare Council

In April 1914, the Cleveland Welfare Council was organized "for the interchange of information, ideas, and plans for community welfare". Superintendent James F. Jackson of the Associated Charities called it "the Federation of Federations".

Twenty-three organizations became members, as well as eighteen public officials. Each member organization represented group interests, such as the Chamber of Commerce, the Federation of Labor, the Federated Churches, the Federated Women's Clubs, the Academy of Medicine, the Federation for Charity and Philanthropy, and so on.

The membership was so large that frequent meetings of the whole Council could not be held. Conferences of smaller groups having the same interests were arranged more easily and met frequently. Action by the whole Council was taken on such matters as:

A community plan for child hygiene
A city health code for communicable diseases
Greater cooperation and efficiency among child welfare agencies
Emergency relief for countries at war
Ways and means for lessening unemployment
Study of crime prevention.

Welfare Federation Organized, 1917

The Welfare Council had no budget or paid staff. As time went on, it proved wise to unite the Federation for Charity and Philanthropy and the Welfare Council. A short simple name was chosen by taking the first word in the name of each. The Welfare Federation of Cleveland has been the name used since 1917. It combines the Protestant, Catholic and non-sectarian agencies of Cleveland. Each of the sixty organizations sharing in the joint money-raising, and each of the civic organizations included with them in the Welfare Council was allowed two delegates to the General Membership of the new Federation. Certain public officials were made members also, such as the Mayor of Cleveland, the President of the City Council, the President of the School Board, and the Superintendent of Schools. This General Membership elected the Board of Trustees, which appointed staff and committees to carry on the actual work.

HOW THE COMMUNITY FUND GREW

During the two-year period after the United States joined the World War, the social agencies in Cleveland were financed in part through Cleveland's War Chest. Up to that time the Welfare Federation had secured money for the social agencies, mainly through letter appeals by continuous effort through the year. The campaign plan or "drive" had been held in question. A four-page letter form was mailed out, listing the sixty or more agencies which belonged to the Federation, telling what work they did and how much money each one needed. The donor was expected to write in the sums he would give opposite the names of the agencies he was interested in helping.

Cleveland's War Chest

The tremendous enthusiasm of the Win-the-War spirit had united the people of Greater Cleveland as never before. Employment for everyone at good wages also helped to make it possible to raise large sums of money to support the war-time charities.

Campaigns in June 1917 and again in the fall of 1917 raised a great deal of money. In May 1918 a supreme effort to raise funds for all the War Charities at home and abroad, as well as for the Federation, resulted in raising over $10,000,000. The drive for the "Victory Fund", as it was called, had succeeded in arousing 300,000 people to give, as contrasted to 35,000 who gave to peace-time social work. This amazing success resulted in a complete change of money-raising schemes for Cleveland's charities.

Community Fund Organized, 1919

The Cleveland Community Fund Council was organized in 1919 as a successor to the

Cleveland War Council. The management and campaign methods have been continued much the same.

An all-year-round staff is employed by the Community Fund Council for collections, adjustments, publicity, and service information. The Fund Council has forty members, twenty elected at large representing contributors, twelve from the Welfare Federation, four from the Jewish Welfare Federation, two from the Chamber of Commerce, the Mayor of Cleveland, and the Director of Public Welfare.

An investigating committee of about twelve members examines and certifies to the Council all requests for money, with detailed recommendations for the next year's needs.

Campaign Organization

The organization for the annual fall campaign consists of four divisions:

1. Division A is responsible for seeing persons and corporations believed to be in a position to give substantial amounts. It raises about 70% of the entire Fund.
2. Industrial Division solicits employees of any business with 25 or more workers. There are about 1600 places of employment in which there is a company representative cooperating with this Division to solicit and collect pledges from employees.
3. Metropolitan Division uses 3000 volunteers each fall, visiting residences and small business places.
4. Schools Division works with pupils, teachers, custodians, and other persons employed in the schools, and is responsible for informing students about the work of the Community Fund agencies. Collection boxes and buttons for those who donate are placed in all the schools, but no pressure is put on children to give.

Amounts Raised

The Community Fund has issued an interesting report, showing how much has been raised each year since the Fund was organized. In 1919 the Fund raised over $4,000,000 from 148,000 givers. In 1931 it raised $5,650,000 from 471,000 givers. In 1937 it raised $3,360,428 from 491,000 givers. While the 1937 total was lower than in some earlier years, it is significant that the number of givers approached the best record ever made in Cleveland.

The Community Fund includes 100 leading Catholic, Protestant, Jewish and nonsectarian agencies in Greater Cleveland, which has a population of over 1,200,000. The Fund is one of the largest of the 500 now operating in the United States. Cleveland is generally considered as the originator of the Fund idea.

Other large cities with Community Funds have had the following recent results:

	Raised for 1938
Boston	$4,350,927
Philadelphia	3,650,000
Chicago	3,430,500
Los Angeles	2,520,908
Pittsburgh	2,500,000
Detroit	2,404,000
Cincinnati	1,762,365

WHY HAVE A FEDERATION OR A COMMUNITY FUND?

Classroom Discussion

"A federation—just one more of those things a fellow can't understand! Why do we have to have it and what's it for anyhow," Jim asked his teacher impatiently.

"You can answer your own question, if you think a minute," answered Mr. Jones, the teacher of social studies. "Suppose you tell the class why we have a federal government instead of leaving the states to go it alone."

"I can tell you why the labor unions have a Federation of Labor," volunteered Joe.

Before Joe had a chance, the class began to talk all at once.

"In union there is strength," said one.

"It's economy of time and money," shouted another.

"It's bound to be better advertising," shouted a third.

Here Mr. Jones interrupted, "What do you mean by better advertising?"

Slowly Dorothy put her ideas into the following words: "First, I'd say it makes a better impression on people to have one central body of agencies asking to get your money and your sympathy, as if it was the whole show. Then, too, if all the bright ideas are put together the combination is bound to show up better. I guess I mean it's smarter, it's more economical and it saves a lot of scrapping."

"Very good, Dorothy," said Mr. Jones. "We are all agreed that federation of our charities is as desirable as a federal government. Do you think there are any dangers against which we must be protected in a federation, whether it's for labor unions, charities, manufacturers, or state governments?"

The class wrinkled its brows over this question.

Jim suggested, "It might mean putting the power in the hands of a few, like the Board of Directors."

"Dictatorship by one bunch," added Jane. "In a political party, they call 'em bosses."

"I'd say it would depend," said Joe slowly, "whether money-bags or brains are in the lead."

"And I'd say," put in Dorothy, "it would be better every way. It would work out in the end. It would make them like members of a family—each for all and all for each."

"The assignment for next time," said Mr. Jones, "will be a short essay on what you think it would be like if there were no Welfare Federation and no Community Fund. I will give you just a few hints and a little background history."

"Today there are a hundred social agencies receiving support from the Community Fund. You might imagine yourself well-to-do and picture what you would do if agents from each of these agencies came separately to ask you for help. Would you know how to find out which agencies were most deserving and how much to give to each? Do you feel sure you would not be influenced by the appearance and the manners and the cleverness of the solicitor?

"In 1907 an investigation showed that 13 people were giving one-third of all the money donated to charity in Cleveland. Between 1907 and 1909 the number of givers decreased 11%. That was before the Welfare Federation and the Community Fund. I suggest you find out if the Community Fund has been able to increase the number of givers from year to year, and what the percentage is to the population of Greater Cleveland today.

"Before the Federation of Charity and Philanthropy, it cost 15% on an average to solicit and collect charity funds. The solicitor for one agency was allowed a commission of 33 1/3% on what he collected. Suppose you find what it costs to collect money in the Community Fund way.

"Have you noticed how generous the newspapers are about giving space to the Community Fund during the ten-day campaign? Do you think they could afford to do as much for the hundred agencies separately? And what about the street decorations, posters, exhibits, sight-seeing trips and 'open-houses' arranged by the agencies? Is there advantage in combining them? What is the value in having the campaign at the same time every fall, between Armistice Day and Thanksgiving?

"You might find out how many persons take part in the Fund campaign. In 1936, I understand there were 15,000 volunteer workers. Do you think it is harder or easier to get many persons interested to work hard for a short time than it would be to spread their efforts through the year?

"If you need any further information," said Mr. Jones, as he closed his book preparatory to dismissing the class, "you might inquire of the Welfare Federation of Cleveland and the Community Fund, which have offices in the Community Service Building at 1001 Huron Road."

COMMUNITY PLANNING UNDER THE WELFARE FEDERATION

Community planning is not a simple thing. In a modern city of great size where neighborhoods change rapidly in ten years' time, it is a problem where to locate a new school building, a branch library, a park or a playground. Planning for social work is even more complicated.

A lecturer from the Welfare Federation could show you pictures of how Cleveland neighborhoods have changed. He should be able to tell you what and where the principal social problems are today. It will be easier for him to tell you where they are today than where they will be tomorrow. Yet to some degree those needs must be anticipated in community planning.

Social agencies have to be adjusting all the time to meet changing needs. One agency working alone would lag behind the times. It is through many working together that best results can be obtained.

Someone wisely said that social adjustment is so difficult that it is not to be undertaken by any whose chief qualification is a stock of good intentions. If the community is to be saved from haphazard, inefficient and unrelated philanthropies, there must be a group of thinkers able to analyze conditions clearly and accurately and to suggest a wise combination of energies.

Suppose there is a hospital, or perhaps an agency for work with boys which would like to move its location into some area where it will be needed and welcomed. How can it know the needs of different areas, every district having its own peculiarities? How can it find out whether people in the area want anything more than they already have? Is it any use to start social work where it is forced on people? How can any agency make sure it will not be walking into some other agency's territory and stepping on its toes?

The Welfare Federation has a Planning Committee to find ways to answer questions like these.

Membership

The General Membership of the Welfare Federation of Cleveland which elects the Board of Trustees is composed of official delegates from the social and civic organizations of Greater Cleveland. Those social agencies which receive support from the Community Fund are called ***financially participating members*** because they receive their money through the Welfare Federation which serves as a budgeting agency. Social and civic agencies which are supported through taxation (i. e. public agencies like the city and county relief bureaus, the public library, etc.), and private agencies not supported through the Community Fund, are called *cooperating members*. The City of Cleveland, the Board of Education, the County Commissioners, and the City Council, have one representative each, usually the chief executive. These delegates, together with the trustees of the Welfare Federation are ex-officio (because of their office) members.

In 1938 there were 131 agencies in the Federation; 83 financially participating members and 48 cooperating members. Each member agency is allowed two delegates but only one may be a paid employee.

Councils of the Federation

As there are so many agencies in the Federation, it has proven wise and efficient to divide them into groups, according to their fields of work. There are six of these groups, five of which are called Councils. The sixth group is a committee on Homes for the Aged. It has not yet become a Council.

The five Councils bring those agencies together which have most in common; for in-

stance, all the hospitals are in the Hospital Council; the health agencies in the Health Council; children's institutions and agencies in the Children's Council; case work agencies in the Case Work Council; and the agencies which work with people in groups (as in recreation, clubs, classes) in a Group Work Council. In these Councils are included the agencies in the Jewish Welfare Federation and the public agencies supported through taxation, as well as the agencies supported by the Community Fund.

Each of the five Councils has a paid secretary with special training in the Council's field of work, who arranges for meetings, plans the work of the Council, makes reports, recommendations, and so on.

Each agency in the Council learns about the work of the other agencies. All work together to help the general public understand the need for their work. The Councils play an extremely important part in the work of the Welfare Federation, making recommendations to the standing committees and to the Board of Trustees on the subject of budgets and other matters, as well as motions to include new agencies or to drop old ones.

Board of Trustees

Every financially participating agency in the Welfare Federation is controlled by its own board of trustees. These are people who are not paid by the agency but who are elected because of their interest and sympathy for the work.

The Federation, too, has such a Board of Trustees. Usually these trustees have served first as board members in one or more of the agencies where they had a valuable experience in working on the finances, programs of work, purposes and problems of those agencies. Therefore, they bring to the Federation a ripened wisdom which fits them for handling the responsibilities of its several million dollar business.

At present the Board of Trustees is composed of 33 elected members and 8 ex-officio members. The latter include the Director of Public Welfare of the City of Cleveland, the Superintendent of the Public Schools, the Chairman of the Community Fund Council, the President of the Cleveland chapter of the American Association of Social Workers, the President of the County Child Welfare Board, the Judge of the Juvenile Court, Director of Catholic Charities, and the President of the Jewish Welfare Federation.

Committees

The Board of Trustees appoints fourteen standing committees and other special committees as they may be needed. Only a few can be mentioned here.

The Executive Committee, which carries on business between meetings of the larger Board of Trustees, prepares the office budget for the Welfare Federation and sets the salaries and responsibilities of the office staff.

The Planning Committee is responsible for studying community planning and advising both public tax-supported and private agencies in social work.

The Central Budget and Policy Committee reviews all financial budgets. One third of the members of the committee are appointed by the Planning Committee and two thirds by the Councils, each Council having the same number.

The Research Committee secures information necessary to make wise community plans.

The Investment Committee is responsible for investing endowment funds, gifts, and bequests to the Welfare Federation.

The Capital Accounts Committee passes upon all requests of agencies for permission to conduct campaigns for building purposes and for spending money for enlarging and improving their capital investments, when such expenditure amounts to more than $1000.

The Solicitations Committee passes upon requests by the agencies to solicit money independently of the Community Fund.

The Legislative Committee studies, promotes or opposes proposals for changing the laws relating to social work and public welfare.

The Interpretation Committee is a new committee designed to explain to the general public the social services of the public and private agencies in the Welfare Federation. This book was written at the suggestion of the committee and was prepared with the advice of a sub-committee.

In the appendix of this book are given the names of all agencies and institutions belonging to the Welfare Federation of Cleveland.

Fixing the Goal of the Community Fund

Before the Community Fund campaign begins, each agency brings in its estimate of expenses for the coming year. These are sifted in each Council. Then after further sifting, a total estimate is prepared by the Welfare Federation for its members, to which is added the estimate from the Jewish Federation and its members. These estimates serve as an important factor in determining the goal of the Community Fund, along with the judgment of what the Community Fund Council thinks can be raised.

Budgeting the Agencies

When it is known what the Community Fund campaign has been able to raise and when the final figures have been audited, the difficult process of budgeting the agencies begins. First, proportionate amounts are assigned to the Welfare Federation of Cleveland and to the Jewish Welfare Federation. Then the Welfare Federation makes tentative allotments to the separate fields of work. Each agency has its own budget committee. Each Council also has a budget committee,* which is over all the agencies in that council and elected by them. The itemized budget of each individual agency is explained in detail to the Council's budget committee, whose duty it is to recommend the sums to be allowed each agency for their year's work. The amount recommended for each agency is determined by majority vote of the representatives of all the others. The final decision on the amounts to be granted rests with the Board of Trustees of the Welfare Federation. Questions regarding additions or reductions to the staff, increase or decrease in the cost of food, clothing and supplies, need for new equipment or for repairs, opening new work and dropping unproductive work, all these are considered with great care before final grants of money are made to any agency.

The distribution of the Community Fund is made by a democratic process. Nothing is done in secret. No one agency slips something over on another. Each agency in a given field of work knows just about what every other one is doing. There may be some competition between agencies, but it is competition for a chance to do more and better work. In the give and take of the budgeting procedure, a continuous education takes place that results in great good.

Central Services

The Welfare Federation saves the agencies time, money and equipment by supplying them with "central services." It is like clubbing together to get something no one person could afford.

The Welfare Federation, for instance, acts as landlord for the Community Service Building and sub-lets space to the agencies. The services of the property supervisor, employed by the Federation, are available not only to the agencies in the central building but to any of the welfare institutions supported by the Community Fund.

There is a nutritionist on the Federation staff who helps plan economical but nourishing diets for the children's institutions, homes for the aged and summer camps. She also writes a monthly bulletin for institutions.

*Procedure is a little different in the Health Council (see page 214.)

There are central meeting rooms provided for committees which can be used by any agency. There is a mimeograph in the Federation office that any agency may use.

Business services provided by the Federation for its member agencies include bookkeeping, cost accounting, insurance plans and auditing. There are many special committees for various purposes, for example a committee recently organized to investigate and correct fire hazards in the welfare institutions, another to consult and assist with building repairs, and others to meet emergencies as they arise.

At Christmas there is a committee to arrange for gifts to children whose parents cannot provide them. The money is contributed through the newspapers, which give generous space to stories of families without means for Christmas.

Though there are other services, it can be seen from these that modern methods of business efficiency are used by the social agencies through joint planning in the Welfare Federation. On all the committees of the Federation there are representatives of the public who are interested as donors to social work but who are not paid employees.

Research Department

The Research Department is an important part of community planning. It is making studies which help the social agencies to meet the needs of people in trouble. It is interested not only in helping the agencies supported by the Community Fund but in the total program of the community which includes public agencies.

In order to know how far the agencies are meeting the needs it is necessary to have facts showing what the needs are, and how efficient and adequate are the services provided. It is continuing to study the volume and cost of social work in Cleveland as compared with other cities.

Statistics

The Welfare Federation is the official agent of the U. S. Children's Bureau for the collection of figures every month to show how many needy people are given the many different kinds of help that are required. This information is important to the United States Children's Bureau because they make plans for improving services for the care given to children. It is also important to the Welfare Federation, first, in determining how much Community Fund money should be allotted to its member agencies and second, in central planning in all fields of social work in Cleveland.

Volunteer Department

Beside the paid trained workers, every social agency has volunteers; those who serve on boards and committees, and others who work at a job in the agency under the supervision of the staff.

Volunteers are valuable to a social agency because they serve it and the community in a different way from paid employees. Their enthusiasm not only helps people in trouble and encourages the professional social worker but serves as a means of interpreting social work to the groups in the community to which they belong. They are able to explain to their friends without prejudice and from first hand experience what the agencies are trying to do and why their work is needed.

There are many different kinds of work which can be done by volunteers. They are in demand among family agencies as aides for friendly visiting under supervision of case workers. They are useful to children's agencies if they have an automobile in which children may be transported to consult doctors at dispensaries. For those who have clerical training and skill, there are many office jobs. At the hospitals, volunteers are needed as assistants at the information desks and for friendly work on the wards. In settlements, day nurseries and playgrounds, leaders are needed to teach hand-

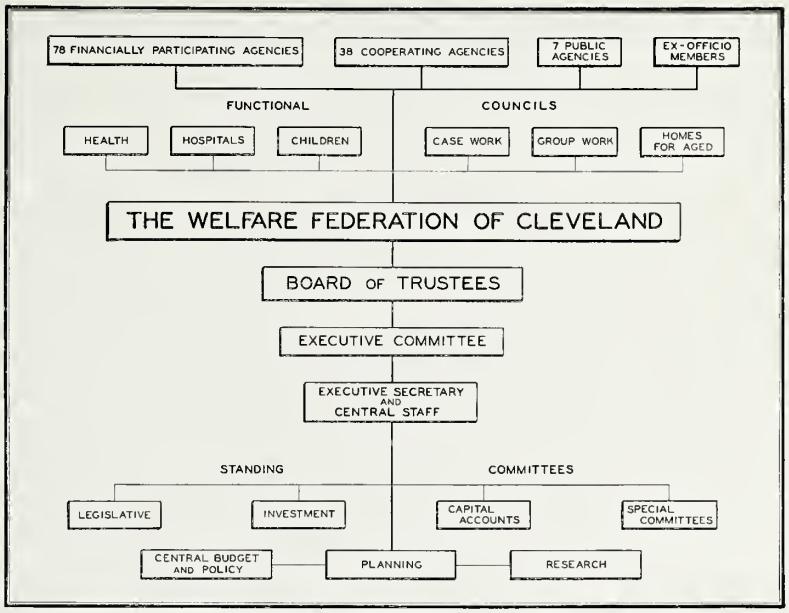


Chart Showing Agencies, Councils and Committees in the Welfare Federation of Cleveland

crafts and nature groups; assistants are wanted to lead social clubs and hikes; also to teach swimming, tennis, baseball, and other games.

Because most agencies want good volunteers and because of the number of people willing to volunteer, it seemed best to establish a central bureau to which volunteers might apply for work and to which agencies might send their requests for volunteer workers. Thus it was, that in 1936 the Welfare Federation organized a Volunteer Department with two secretaries and an advisory committee. This department, which is partially supported by the Junior League, serves the community by (1) recruiting and placing volunteers, (2) by offering lecture courses on social work, and (3) by consulting with social agencies on the best use of volunteers.

All persons who come to the Welfare Federation offering service to help others are interviewed personally by a Secretary of the Volunteer Department to find out their interests and to determine their abilities. They are then directed to a suitable agency where their services will be of value. In the summer the Department makes a special effort to recruit capable young college men and women willing to work during their vacations. The best volunteers are those willing to give regular time and to learn to increase their efficiency through attending a lecture course or study group.

WOMEN'S ORGANIZATIONS GIVING VOLUNTARY SERVICE

The contribution of women's organizations to social service has been extensive and significant. To them belongs the credit of starting most of the social agencies which today have developed from the volunteer service of unselfish women to become the indispensable professional agencies. Some of these organizations have been in existence for many years and still continue to recruit and train volunteers. Among them are the following, each of which employs a secretary, provides some training, and raises money to furnish services in the social agencies which could not be financed in any other way. They are cooperating members of the Welfare Federation of Cleveland.

Council of Jewish Women,
2010 East 102d Street.

Junior League
Union Commerce Building.

National Council of Catholic Women,
N. B. C. Building.

The following agencies have welfare committees giving volunteer service and making significant contributions in many ways. They are also cooperating members of the Welfare Federation of Cleveland.

Cleveland Church Federation,
(an organization of Protestant Churches),
1010 Hippodrome Building.

Cleveland Council of Parents and Teachers,
Central Headquarters, Board of Education Building.

Cleveland Federation of Women's Clubs,
Central Office, Hotel Statler.

Women's City Club,
Bulkley Building.

SOCIAL SERVICE CLEARING HOUSE

Welfare Federation of Cleveland
1001 Huron Road

The Social Service Clearing House, sometimes called the Social Service Exchange, is a big card catalogue, much like those in public libraries. It is an index of the records of persons or families known to the different social agencies.

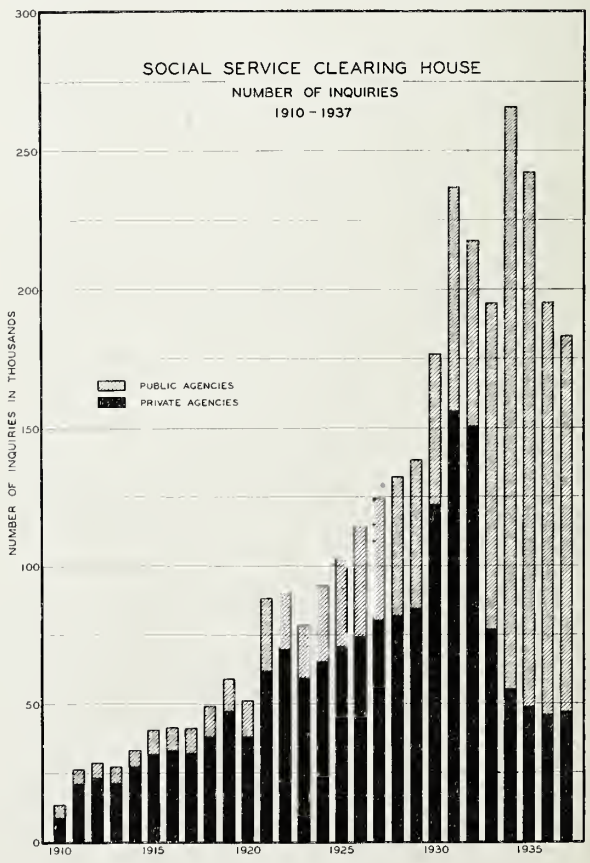
It is important to community planning because the members of the Welfare Federation report to it the applications for help that they receive. The Clearing House immediately reports back to them which other agencies have already registered those families. In this way, it becomes impossible for any one agency to work with a family without knowing the other agencies that are interested. When agencies compare plans with each other, there is no likelihood of duplicating time, energy and money. The Clearing House is useful not only because it saves the time of social workers, but because it protects the family from too much investigation and the possibility of conflicting plans of treatment.

The Clearing House was started in January 1910, with 17,000 cards, as index to the records of the following agencies:

City Department of Public Charities
Associated Charities
Humane Society
Visiting Nurse Association
Deaconess Home
Salvation Army
Day Nursery Association

The Clearing House now has a million cards in its files. During the year 1937, the Clearing House received 190,000 inquiries from 152 agencies. The daily average of inquiries fluctuates with business conditions. In January 1938 an average of 800 inquiries was made daily.

The Clearing House cards carry no history or information regarding services given. Its sole purpose is to show where this information can be found. The Clearing House does not bring the family to the attention of any new agency. Its reports are available only to representatives of social agencies on agency business. It would not be ethical for a social worker to request information regarding any person in whom she might be



interested for purely personal reasons, as for instance an inquiry regarding an employee in domestic or clerical service. The Clearing House cannot be used by collection agencies or other commercial concerns.

The policies and procedures of the Clearing House are decided upon by an advisory committee which is representative of the agencies in the Welfare Federation.

The chart on page 242 shows the increasing volume of inquiries made of the Clearing House during the years 1910-1937. It also shows the shift in responsibility from private to public agencies, and follows closely the rise and fall in employment during those years.

THE CLEVELAND FOUNDATION

The Cleveland Foundation, which is a cooperating member of the Welfare Federation, is a trust fund established by persons of wealth who wish to leave their money for public purposes, such as education, charity or research. It was organized in 1914 and was the first *community* foundation in America. There are now at least 78 such foundations in the United States.

Endowments have been left to pet institutions by the rich ever since Plato bequeathed money to endow the Academy which he had established. In the Middle Ages wealthy persons left their money to religious institutions, monasteries, churches and nunneries. In America, the tendency has been to leave money for schools and colleges, and more recently for civic and social agencies. The Rockefeller Foundation for Medical Research, established by gifts from John D. Rockefeller, works in many parts of the world and is internationally famous.

The Cleveland Foundation represents not the gifts of one man but of many, both men and women, who wish to contribute money to aid the social and civic work of the community. It is called a flexible foundation because its gifts are distributed by a committee of five, each serving five years, for whatever charitable and educational purposes appear most important to them at the time.

The members of the distributing committee are appointed as follows: one each by the U. S. District Court Judge, the Probate Judge, and the Mayor; two by the banks where the money is invested.

The Cleveland Foundation does not itself carry on projects. It distributes funds to agencies already set up and at work. It is not designed to perpetuate the name of any one man. It does not attempt to fasten the will of any one man upon future generations. Today it would not be considered right to withdraw money from circulation and permit the use only of its income to serve some narrow and restricted interest for all time. The undue influence of the "dead hand" upon the future is avoided in the plan of the Cleveland Foundation.

CATHOLIC CHARITIES BUREAU
1001 Huron Road

Catholic Charities Bureau was organized in 1913 to direct and systematize the child welfare work of the Catholic Diocese of Cleveland. In its Cleveland development over a twenty-five year period the Bureau has taken on the character and functions of a general welfare agency. Catholic people receive material relief from family agencies such as the City Division of Charities or the Associated Charities but they come to the Catholic Charities Bureau for direction, consultation, advice, referrals and in many instances, for the placement of children in institutions or in foster, boarding and adoptive homes.

In its institutional program Catholic Charities Bureau works very closely with the Cleveland Children's Bureau.

Children coming to the institutions from outside the Cleveland area are admitted directly through the Catholic Charities Bureau upon application by one of the branch agencies in the diocese or by reason of special study made directly by the Bureau itself.

The Bureau has long been represented on the major committees of the Welfare Federation as well as upon public and other private agency boards and is active in community planning and in the interpretation of special needs in various programs.

In accordance with the practice in Welfare Federation agencies an Advisory Board of well qualified citizens—men and women—serves the Catholic Charities Bureau. The various institutions and Catholic Hospitals have representation on this Board. Some few members are chosen at large because of their knowledge and interest in welfare work. The Most Reverend Bishop of the Catholic Diocese of Cleveland serves as Honorary Chairman of this Advisory Board and appoints the director of Catholic Charities and Catholic hospitals.

The St. Vincent de Paul Society

The St. Vincent de Paul Society is an association of volunteers with a trained social worker as secretary, whose office is in the Catholic Charities Bureau. Material relief frequently is given in connection with the religious work of the eighty-two branches in the Cleveland diocese.

CATHOLIC CHARITIES CORPORATION OF CLEVELAND

614 N. B. C. Building
815 Superior Avenue

The Catholic Charities Corporation is a group of Catholic men chartered by state authority to provide financial support for Catholic agencies and institutions in the Cleveland diocese, particularly those which care for orphans and dependent children. The Cleveland diocese includes fourteen counties in northeastern Ohio.

The especial concern of the Corporation has been to provide physical facilities and capital funds for buildings and major improvements. It also assumes responsibility for support of children from those sections of the Cleveland diocese outside Greater Cleveland, when their families cannot pay and there are no other resources, public or private. It makes some appropriation to twenty-six other charitable institutions and agencies located in different parts of the Cleveland diocese.

The Corporation conducts an annual campaign in the spring among Catholics in the diocese. In 1937 approximately 130,000 persons were paying into the Corporation. Illustrated bulletins are issued quarterly to members describing the work of the Corporation and the various Catholic institutions and agencies.

The work is directed by a Board of Trustees, elected from its membership. The Most Reverend Bishop of Cleveland is chairman of the Board. As a cooperating member of the Cleveland Welfare Federation, the Catholic Charities Corporation is one more example of the effectiveness of community planning.

COMMUNITY PLANNING IN ONE NEIGHBORHOOD

Tremont Center
2337 West 14th Street

Cleveland furnishes a good example of what can be accomplished when agencies in a single neighborhood unite their services. The Tremont area lies on the west side of the Cuyahoga River Valley, hardly a mile and a half from the center of Cleveland. Within a small area live 15,000 people, including 6000 boys and girls.

The Welfare Federation had a study made in 1934-35 which showed that in this area unemployment had hit particularly hard; that the houses were crowded close together so that play spaces were lacking; and that the general conditions were such as to make for sickness and unhappiness. Merrick House, a social settlement with a small budget, was facing bravely a situation too big for its resources.

A committee was appointed by the Welfare Federation to make plans for more service to the neighborhood. On this committee were several interested citizens living in the area, as well as persons of great influence from

other sections of the city representing agencies which might be of help. The committee planned for the establishment of a Service Center which would give office space to twenty of the social service agencies, such as the Boy Scouts, International Institute of the Y. W. C. A., Visiting Nurse Association, Merrick House Day Nursery, Infant Welfare Station of the City Division of Health, Aid for Dependent Children, and the like.

The Welfare Federation employed a man to live in or near the Center whose responsibility it is to keep in touch with people who want service and those who have service to give. By getting all the schools, churches, and social agencies to pull together and to use their facilities for the utmost good of all, the area has greater advantages than ever before in its history.

A staff of five is employed by the Welfare Federation, four of whom are case workers at the Tremont Service Bureau which adjoins the Tremont Center. The office secretary speaks several foreign languages that are much used in the neighborhood.

The City Division of Recreation, the Police Department, the Public Library and several other public and private agencies are vying with each other to do their utmost to help those who formerly were lacking in opportunities. The Cleveland Metropolitan Housing Authority has announced a housing project for the area to cost $3,000,000.

CHAPTER 25

Training For Social Work

If any man think that he knoweth anything, he knoweth nothing yet as he ought to know.—St. Paul.

Social work is struggling for recognition as a profession. A vocation may be called a profession only when it includes a high degree of education as a general background. To this must be added some specific training in the skills of the particular field of work. A profession operates in the field of human relations, and so is different from commerce, manufacturing, trades and crafts. Law, medicine and theology have been called the learned professions. More recently teaching, nursing and social work have been added to the group of professions, since they have begun to insist upon definite training in recognized schools.

In the early days, before the establishment of training schools, people obtained what training they had by an apprenticeship system. Young men wishing to become attorneys, used to "read law" in the office of an older man. For a long time nurses learned by doing. They were "practical" nurses, not trained nurses.

In social work today a college course is considered important as a first requisite. It must be followed by a year or two of graduate work in a professional school before a social worker is entitled to be known as a "trained worker." Cleveland is one of many cities which seeks to maintain a high standard among its social workers. In certain agencies it is possible to secure employment as an "aide" without the educational background. However there is a difference in the scale of salaries paid to trained social workers and aides, just as there is a difference in the wages of trained nurses and practical nurses.

Advantage to Clients

Persons in need of social help do not like to be advised by unskilled workers any more than does a suffering patient wish to be submitted to the bungling of an untrained surgeon. Mental, emotional and social distress are relieved more effectively by persons who can understand the causes of distress. By tracing troubles back to their sources they are able to help their clients to understand conditions and difficulties and to assist them in working out a solution as far as it is possible. Workers must be able to understand many different kinds of people, must know the resources of the community, and must be able to inspire the confidence of those who ask for help and of those agencies and individuals who have the means to give help.

American Association of Schools of Social Work

In the American Association of Schools of Social Work are thirty to forty schools which meet certain standard requirements. All of them provide two years of combined study and practice in social work for graduation. The three Ohio schools admitted to membership in the American Association previous to 1938 are the School of Applied Social Sciences of Western Reserve University, the School of Social Administration of Ohio State University at Columbus, and the Program of Training for Public Welfare Administration of the University of Cincinnati at Cincinnati. Because membership is determined by the quality and variety of courses, by the number and preparation of teachers, and by the number and efficiency of social agencies available for practice work, it changes from time to time. This is especially true in

schools which have no endowments and are dependent for funds upon public appropriations.

SCHOOL OF APPLIED SOCIAL SCIENCES, WESTERN RESERVE UNIVERSITY

2117 Adelbert Road

The trustees of Western Reserve University were petitioned in 1913 by representatives of the social agencies and their boards of trustees to organize a school which would teach the social sciences in practical ways which might be applied directly to community life and public affairs. The School was finally opened in the fall of 1916 and now occupies six buildings. It is financed in part by tuition fees, in part by general University funds, and in part by income from a small endowment fund and by occasional grants from Foundations and interested individuals.

Requirements for Admission

The School is a graduate professional school requiring four years of college work previous to admission. It is open to men and women. So great is the demand for acceptance at present that application must be made in the spring to be accepted in the fall. Undergraduate college work must include a knowledge of social sciences: psychology, history, economics, political science, anthropology and sociology, as well as the biological and physical sciences. Grades above the average, good health, and personal fitness are equally important.

Combination of Class and Practice Work

Upon admission a student chooses a branch of social work for special study. A plan is made whereby he is given practice work in this field combined with classroom instructions. He divides his time between (a) studies and class room discussion, and (b) instruction in the field. The problems which he meets in his practice work he discusses with instructors so that he grows by doing. Each student has a faculty adviser in addition to class room instructors.

Courses, Tuition, Scholarships

In the Division of Social Administration, a student may specialize in any of the following courses: family case work, child welfare, medical social work, psychiatric social work, home economics and nutrition work, public welfare services, and group work. Under the division of Health Administration is the course in Public Health Nursing.

Tuition is paid to the University at the begining of each semester. In a limited number of cases, a small remuneration is paid to students by the agencies which have accepted them for practice work. This is not sufficient to pay tuition but approximates the cost of living for out of town students. A few scholarships and small loans are available in cases of unusual merit.

Staff workers' courses are given from time to time by members of the Faculty to social workers and public health nurses who are employed during the day.

Requirements for Degrees and Certificates

Students are eligible for the degree of Master of Science in Social Administration upon fulfillment of admission requirements, upon satisfactory completion of the academic courses and the field work, and upon presentation of an acceptable thesis.

American Association of Social Workers

In order to maintain a high degree of efficiency, all professions have an association to which members are admitted only when they meet the standard qualifications. The American Medical Association, the Bar Association and others accept as members only those who have carefully prepared for the profession, have passed state examinations and are practising under the accepted standards.

The present requirements for admission to the American Association of Social Workers

include graduation from a college or university (accredited according to the rating by the U. S. Bureau of Education) and two years in an approved school of social work. This two year course consists of class work and supervised work in a social agency.

Qualifications for Social Work

The person considering social work as a profession should have a liking for people and ability to get along with people. He must have great store of patience, tolerance for those of different faiths, cultures and education. He should be a student of men, respecting his clients for what they have been able to accomplish in spite of handicaps, building on their good points and forgetting to mention their failings. Social work requires imagination, education, a wholesome, cheerful character and a sound philosophy of life.

APPENDIX

THE WELFARE FEDERATION OF CLEVELAND

CASE WORK COUNCIL

Financially Participating Agencies

† Associated Charities
† Catholic Big Sisters
† Central Claims Bureau
† Child Guidance Clinic
† Children's Bureau
† Girls' Bureau
† Goodwill Industries
† Humane Society
† Legal Aid Society
† Salvation Army
† Travelers Aid Society

Cooperating Agencies

Aid to Dependent Children
American Red Cross
† Association for Crippled and Disabled
Benjamin Rose Institute
County Child Welfare Board
Emergency Division of Charities and Relief—City of Cleveland
† Jewish Social Service Bureau
† Welfare Association for Jewish Children

CHILDREN'S COUNCIL

† Booth Memorial Home and Hospital
† Catherine Horstmann Home
† Children's Aid Society
† Cleveland Christian Home
† Day Nursery Association
† Florence Crittenton Home
† Home of the Holy Family
† Jones Home
† Mary B. Talbert Home
† Parmadale
† Rose Mary Home
† St. Ann's Loretta House
† St. Anthony's Home
† St. Joseph's Orphanage
† Sisters of the Good Shepherd

† Association for Crippled and Disabled
Beech Brook
† Catholic Big Sisters
† Catholic Charities Bureau
† Child Guidance Clinic
† Children's Bureau
† Children's Fresh Air Camp
Cleveland Foundation
County Child Welfare Board
Girls' Bureau
† Humane Society
† Jewish Orphan Home—Bellefaire
Juvenile Court
† Merrick House (Day Nursery)
Training Home for Girls
† Welfare Association for Jewish Children

GROUP WORK COUNCIL

† Alta House
† Boy Scouts of America
† Camp Fire Girls
† Citizens' Bureau
† East End Neighborhood House
† Epworth Fresh Air Camp
† Friendly Inn
† Girl Scouts
† Goodrich Social Settlement
† Hiram House
† Merrick House
† Music School Settlement
† Negro Welfare Association
† Neighborhood Association
† Phillis Wheatley Association
† University Settlement
† West Side Community House
† Young Men's Christian Association
† Young Women's Christian Association

Adult Education Association
* Catholic Youth Organization
* City of Cleveland (Division of Recreation)
* City of East Cleveland (Playground Department)
* City of Lakewood (Division of Recreation)
* City of Shaker Heights (Division of Recreation)
Cleveland Board of Education (Bureau of Physical Welfare, Department of Community Centers and Playgrounds)
Cleveland Church Federation
* Cleveland Heights (Division of Public Recreation)
Cleveland Public Library
† Council Educational Alliance
County Recreation Commission
* Crime Prevention Bureau
Junior League
* National Youth Administration
Women's City Club
Women's Philanthropic Union
Woodland Center

Financially Participating Agencies **Cooperating Agencies**

CLEVELAND HOSPITAL COUNCIL

† Evangelical Hospital
† Fairview Park Hospital
† Glenville Hospital
† Grace Hospital
† Huron Road Hospital
† Lutheran Hospital
† St. Alexis Hospital
† St. Ann's Hospital
† St. John's Hospital
† St. Luke's Hospital
† St. Vincent's Charity Hospital
† University Hospitals
† Woman's Hospital

City Hospital
* Lakewood City Hospital
† Mt. Sinai Hospital
* Provident Hospital
Sunny Acres Sanatorium

CLEVELAND HEALTH COUNCIL

† Association for Crippled and Disabled
† Association for the Hard of Hearing
† Central Committee on Nursing
† Children's Fresh Air Camp
† Cleveland Child Health Association
† Cleveland Society for the Blind
† Family Health Association
† University Public Health Nursing District
† Visiting Nurse Association

Academy of Medicine
Anti-Tuberculosis League
* Brush Foundation
† Child Guidance Clinic
City Division of Health
Cleveland Board of Education (Bureau of Physical Welfare)
* Cleveland Dental Society
* Cleveland Social Hygiene Association
* County Board of Health
† Day Nursery Association
* Maternal Health Association
Regional Association of Cleveland
* Social Hygiene Committee
* U. S. Public Health Service

AGENCIES RENDERING SERVICE TO THE AGED

† Amasa Stone House
† Baptist Home
† Church Home
† Dorcas Invalids Home
† Eliza Jennings Home
† Home for Aged Colored People

* Altenheim
Benjamin Rose Fund
City Infirmary
* Cleveland Scottish Old Folks Home
Division of Aid for the Aged
* Little Sisters of the Poor
* The A. M. McGregor Home for Aged People
† Montefiore Home for Aged
† Orthodox Old Home
* Welsh Home

COOPERATING AGENCIES OF THE WELFARE FEDERATION
NOT MEMBERS OF A COUNCIL

Citizens League of Cleveland
Cleveland Chapter, American Association of Social Workers
Cleveland Council, Parents and Teachers Association
Cleveland Federation of Women's Clubs
Cleveland Settlement Union
Cold Springs Camp
Consumers League
Cuyahoga County Relief Bureau
Mary A. Ingersoll Club
National Council of Catholic Women
Western Reserve University

MEMBERS OF THE JEWISH WELFARE FEDERATION

(These agencies are also cooperating members of the Welfare Federation of Cleveland)

† Camp Wise Association
† Council Educational Alliance and Council of Jewish Women
Hebrew Free Loan Association
† Hebrew Shelter Home
† Jewish Day Nursery
† Jewish Orphan Home—Bellefaire
† Jewish Social Service Bureau
† Jewish Welfare Federation
† Montefiore Home for Aged
† Mt. Sinai Hospital
† Orthodox Jewish Orphan Home
† Orthodox Old Home
† Welfare Association for Jewish Children

* Not included in the General Membership of the Welfare Federation of Cleveland
† Beneficiary of The Community Fund

OCTOBER, 1938

INDEX

Agencies described at length are indicated in bold face type.

A

Adoption Division of Probate Court 84
Adoption Law 82
Aid to Dependent Children 35; 58
Alexander Graham Bell Oral School 183
Allen, Edgar 173
Alta House 120; 133; 148
Altenheim 22
Amasa Stone House 223
American Association of Schools of Social Work 246
American Association of Social Workers 248
American Foundation for the Blind 165; **169**
Americanization Bureau 134
American Printing House for the Blind 169
American Society for the Hard of Hearing 186
Andover House, Boston 119
Angel Guardian School 72; 73
Anti-Tuberculosis League 206; **209**; 218
Associated Charities 12; 17; 19; 21; 32; 138; 163; 231
Association for Crippled and Disabled
See Cleveland Association for Crippled and Disabled
Association for the Hard of Hearing
See Cleveland Association for the Hard of Hearing
Attendance Department of Cleveland Public Schools 84

B

Babies' and Children's Hospital 189; 195; 200
Baden-Powell, Lord 141
Baker, Newton D. 110; 126; 193
Baptist Home of Northern Ohio 223
Barnett, James 33
Barton, Clara 38
Baseball Federation
See Cleveland Baseball Federation
Basketball Commission
See Greater Cleveland Basketball Commission
Bath Houses 152
Beech Brook 60; 158
Bell, Alexander Graham 183
Bellamy, George 120; 127; 129
Bellefaire 63
Benjamin Rose Fund 178
Benjamin Rose Institute 177; 227
Berea Community Hospital 203
Big Sister Council 92
Bingham Nursery School 76
Blossom, Dudley S. 114; 193
Blossom Hill School for Girls 114; 145; 158
Bluebirds (Camp Fire Girls) 144
Board of State Charities 54; 107
Booth Memorial Home and Hospital 41
Booth, Evangeline 40
Booth, William 40
Boy Scout Reservation 142; 148
Boy Scouts of America 141; 148
Boys' Farm, at Hudson
See Cleveland Boys' Farm
Boys' Home of the Y.M.C.A. 69
Boys Industrial School, at Lancaster 115
Brinkerhoff, General Roeliff 107
Brookside Park 154
Brownies (Girl Scouts) 143
Brush Farm 50
Bureau of Attendance, Cleveland Board of Education 90
Bureau of Charities 68
Bureau of Vocational Rehabilitation 179

C

Camp Cleveland 148; 216; 219
Camp Council
See Cleveland Camp Council
Camp Fire Girls 144
Camp Henry Baker 123; 148
Camp Julia Crowell 143
Camp Meriam 148
Camp Wise 148
Camp Yakewi 144; 148
Cannon, A. V. 18; 20
Carabelli, Joseph 120
Case Work Council 238
Castle Nursery School 76
Catherine Horstmann Home 71
Catholic Big Sisters 84; 94
Catholic Charities Bureau 13; 62; 63; 65; 71; 72; 73; 177; 243
Catholic Charities Corporation of Cleveland 63; 65; 71; 72; 73; 178; 244
Catholic Daughters of America 94
Centerville Mills Camp 137; 148
Central Claims Bureau 47
Central Committee on Nursing 209
Central Investigation Service 202
Chamber of Commerce 230
Charity Organization Society 33; 188; 231
Child Guidance Clinic 72; 92; 99; 162
Child Health Association
See Cleveland Child Health Association
Child Labor Laws 88
Child-placing agencies 77
Children's Aid Society 100
Children's Bureau
See Cleveland Children's Bureau or, U. S. Children's Bureau
Children's Bureau Medical Clinic 67
Children's Council of Welfare Federation 238
Children's Fresh Air Camp 210
Children's Village of St. Vincent de Paul 62
Chippewa Valley Camp 148
Church Home 223

Citizens Bureau 134
City Farm 216
City Hospital 106; 189; 192; 195; 203
City Parks 153
Civilian Conservation Corps (C.C.C.) 27
Civil Works Administration 20
Clearing House
See Social Service Clearing House
Cleveland Amateur Football Association 153
Cleveland Association for the Crippled and Disabled 35; 163; 174; 178; 179; 181; 182; 217
Cleveland Association for the Hard of Hearing 163; 186
Cleveland Baseball Federation 152
Cleveland Boys' Farm, at Hudson..... 114
Cleveland Camp Council 147
Cleveland Chamber of Commerce 230
Cleveland Child Health Association 211
Cleveland Children's Bureau 62; 63; 65; 66; 70; 73; 78; 178
Cleveland Christian Home 66
Cleveland Church Federation 242
Cleveland Council of Parents and Teachers..... 242
Cleveland Federation of Women's Club 242
Cleveland Foundation 35; 151; 177; 243
Cleveland Guidance Service 161
Cleveland Health Council 214; 238
Cleveland Heights Library 158
Cleveland Home for Aged Colored People 224
Cleveland Hospital Council 188; 202; 238
Cleveland Hospital Service Association 203
Cleveland Humane Society....55; 70; 78; 79; 80; 84; 85
Cleveland Industrial School 53; 110
Cleveland Museum of Art 156
Cleveland Museum of Natural History 156
Cleveland Music School Settlement 122; 133
Cleveland Protestant Orphan Asylum 60
Cleveland Psychopathic Hospital 106; 193; 194
Cleveland Public Library 157
Cleveland Scottish Old Folks Home 224
Cleveland Settlement Union 133
Cleveland Society for the Blind 143; 168; 217
Cleveland Training Home for Girls 73
Cleveland Tuberculosis Sanatorium 218
Cleveland Welfare Colony 216
Cold Springs Camp 148
College Settlement, New York 119
Collinwood Social Center 122; 133
Committee on Benevolent Associations of the Chamber of Commerce 230
Committee on Solicitations of the Chamber of Commerce 230
Committees of the Welfare Federation 238
Common Pleas Court 91; 103
Community Centers 150
Community Fund 234
Conditions Work 84
Consumers' League 84
Contagious Hospital 193; 194
Convent of the Good Shepherd 72; 113; 145
Cooley Farms 108; 216
Cooley, Dr. Harris R. 216
Council Educational Alliance....119; 123; 133; 148; 231
Council of Jewish Women 123; 231; 241
Councils of the Welfare Federation..... 237
County Child Welfare Board
See Cuyahoga County Child Welfare Board
County Lodge 49
County Relief Bureau 23; 50; 217
County Welfare Building 113
Crowell, Mrs. Benedict 143
Cubs (Boy Scouts) 141
Cuyahoga County Child Welfare Board 56; 67; 70; 78; 114; 163; 177; 180; 181
Cuyahoga County Library 157
Cuyahoga County Recreation Commission 154
Cuyahoga County Relief Administration....19; 21; 22

D

Day Nursery Association 74
Department of Guidance and Placement, Board of Education 160; 161
Department of Public Health and Welfare (Cleveland) 22; 114; 148; 164
Department of Public Welfare (Ohio) 18; 108; 180
Dependency Cases in Juvenile Court 86
Detention Home 103; 113
Division of Aid for the Aged 221
Division of Recreation 152
Domestic Relations Division of Common Pleas Court 84; 91
Dorcas Invalids Home 224

E

East Cleveland Library 158
East End Neighborhood House 124; 133
East 35th St. Dispensary 189; 194
Edgewater Park 154
Eisenman Medal 129
Eliza Jennings Home 225
Emergency Division of Charities and Relief 22
Epworth Fresh Air Camp 132; 148
Evangelical Hospital 196; 203

F

Fairview Park 154
Fairview Park Hospital 107; 189; 196; 203
Family Health Association 209; 213
Federal Emergency Relief Administration 15; 19; 21; 28
Federation for Charity and Philanthropy.....230; 233
Federation for Jewish Charities 230; 231
Fenn College 138
Florence Harkness Summer Nursery 76; 148
Forest Hill Park 154
Fort Herrick 41; 148
Four-H Clubs 144
Frances Payne Bolton School of Nursing 191
Friendly Inn 125; 133
Friendly Inn Camp 148
Friendship Clubs 140

G

Garfield House 186
Garfield Park 154

Gilpin Players 130
Girl Reserves 140
Girl Scouts, Inc. 143; 148
Girl Scout Camp 148
Girls' Bureau 78; 84; 91
Girls' Industrial School at Delaware 115
Glenville Hospital 196; 203
Goodrich Farm 127; 148
Goodrich House 119; 126; 133; 145
Goodwill Industries 41; 142; 163
Gordon Park 153; 154
Grace Hospital 196; 203
Greater Cleveland Basketball Commission 152
Griswold, Hal H. 20
Grossman, Marc 20
Group Work Council of Welfare Federation 118; 151; 154; 238

H

Hanna (Leonard D.) House 200
Harkness Camp 148
Hawthornden Farm 107
Health and Parent Education Association 213
Health Council
See Cleveland Health Council
Hebrew Relief Association 36; 231
Hebrew Shelter Home 50
Highbrook Lodge 148; 169
Hiram College 127
Hiram House 119; 127; 133
Hiram House Camp 128; 148
Historial Museum 156
Hi-Y Clubs 137
Home-Finding Department of Jewish Welfare Federation 81
Home of the Holy Family 66
Hospital Council
See Cleveland Hospital Council
Hospital Service Association
See Cleveland Hospital Service Association
House of Correction 217
Hull House, Chicago 119
Humane Society
See Cleveland Humane Society
Hunter, Jane 141
Huron Road Hospital 20; 189; 197; 203

I

Independent Montefiore Shelter Home 50
Independent Order of B'nai Brith 63
Industrial Rehabilitation Act 179
Infirmary 169; 216; 217
Institute of Family Service 31; 32
International Institute 140
Irwin, Robert B. 165

J

Jackson, James F. 33; 231
Jefferson Park 154
Jelliffe, Mr. & Mrs. Russell W. 130
Jewish Big Brothers 84; 95
Jewish Big Sisters 84; 95
Jewish Day Nursery 76
Jewish Infant Orphans Home 81; 231
Jewish Orphan Asylum 63
Jewish Social Service Bureau 13; 17; 19; 31; 36; 64; 96; 163
Jewish Welfare Federation 231; 249
Johanna Grasselli Home for Crippled Children 178
Joint Psychological Service 72; 98; 162
Jones Home 65; 145
Junior League 241
Junior Placement Office 161
Juvenile Court 56; 72; 85; 110; 138
Juvenile Court Psychiatric Clinic 102

K

Karamu Theater 130
Kindergartens 75
Kingsley Arter Center 141
Kosbab, Miss Hedwig 124

L

Lakeside Hospital 189; 199
Lakeside Rest Cottage 148
Lakewood Day Nursery and Nursery School 76
Lakewood Hospital 189; 195; 203
Lakewood Library 158
Legal Aid Society 43; 138
Legal Settlement Law 15; 48; 51
Leonard Hall 70
Lincoln Park 154
Lip-reading classes 184
Little Flower Camp 95; 148
Little Sisters of the Poor 225
Lorraine Cross 209
Louise Day Nursery 76
Lowe, Juliette 144
Lowman Memorial Pavilion 193; 194
Lutheran Hospital 197; 203

M

MacDonald, Calvina 200
Mary B. Talbert Home 41
Mary Eells Camp 148
Maternity Hospital 189; 200
Mather Day Nursery 76
Mayor's Advisory Board 153
McGregor, A. M. Home for Aged People 226
Medical Social Work 189
Mental Clinics 107
Mental Defectives 104
Merrick House 129; 133
Merrick House Day Nursery 76
Metropolitan Parks 154
Montefiore Home 226
Mothers' Pension Law 57
Mt. Sinai Hospital 92; 178; 189; 201; 203; 231
Mt. Sinai Hospital Mental Hygiene Clinic 101
Municipal Soft Ball Association 152

N

National Association of Colored Women 141
National Benevolent Association 66
National Council of Catholic Women 241

National Foundation for the Control and Treatment of Infantile Paralysis 178
National Industrial Recovery Act 20
National Society for the Prevention of Blindness 170
National Urban League 134
National Youth Administration (N.Y.A.) 28; 161
Neglect Department of Juvenile Court 86
Negro Welfare Association 134; 163; 169
Neighborhood Association 130
Neighborhood Guild, New York 119
N. Y. School of Social Work 67; 82
Nightingale, Florence 187; 205
Nursery Schools 74
Nurses' Training Schools 191

O

Ohio Bureau of Juvenile Research 100
Ohio Bureau of Vocational Rehabilitation 179
Ohio Commission for the Blind 171
Ohio Hospital for Epileptics 105
Ohio Juvenile Code 111
Ohio Society for Crippled Children 173
Ohio State School for the Blind 164
Ohio State School for the Deaf 183
Orthodox Jewish Orphan Home 66
Orthodox Old Home 227
Orthopedic Center 175
Out-Patient Departments 188

P

Parmadale 62; 145; 158
Paul Revere Neighborhood Project 128
Perkins Day Nursery 76
Perkins Institute for the Blind 164
Phillis Wheatley Association 141; 148; 163
Playgrounds 149; 152
Playhouse Settlement 130; 133
Polyclinic Hospital 203
Poor Laws 14
Progress City 128
Prospect Club 92
Protective Services of Juvenile Court 85
Psychiatric Clinic of Common Pleas Court 103
Psychological Clinic of the Board of Education 97
Psychopathic Hospital
See Cleveland Psychopathic Hospital
Public Works Administration 20

R

Rainbow Cottage 176
Rainbow Hospital for Crippled and Convalescent Children 158; 174; 176
Reconstruction Finance Corporation 16
Recreation Centers 152
Recreation Council 151
Red Cross 16; 35; 38
Red Cross Home Service Department 46
Regional Association 214
Research Department of Welfare Federation.... 240
Rice, Hon. Harvey 110
Rockefeller Park 154
Roosevelt, Franklin D. 178
Rose-Mary Home for Convalescent and Crippled Children 158; 177
Roth, Captain Arthur V. 88

S

Sacred Heart Training School..... 72
Safety Education Bureau 84; 88
St. Alexis Hospital 189; 197; 203
St. Ann's Infant Asylum 65
St. Ann's Maternity Hospital.....65; 189; 198; 203
St. Anthony's Home for Boys..... 71
St. Anthony's Infant Rest 65
St. John's Hospital 189; 198; 203
St. Joseph's Orphanage 61
St. Luke's Hospital 107; 189; 198; 203
St. Mary's Female Asylum 61
St. Vincent de Paul 62
St. Vincent de Paul Society 94; 244
St. Vincent's (Charity) Hospital.....189; 199; 203
St. Vincent's Orphan Asylum..... 62
Salvation Army 40
Salvation Army Rescue Home 113
Samantha Hanna Nursery School 76
School of Applied Social Sciences, W. R. U.....34; 37; 67; 92; 131; 247
Settlement Union
See Cleveland Settlement Union
Sewing Center 34
Shaker Heights Public Library 158
Sheltered Worshop 168; 175
Sight-Saving Classes 167
Sister of the Good Shepherd 72
Social Security Act.....58; 171; 180; 221; 229
Social Service Clearing House.....35; 231; 242
Society for the Blind
See Cleveland Society for the Blind
Society for the Prevention of Cruetly to Animals 85
Soldiers and Sailors Relief Commission..... 46
South End House, Boston 119
Speech Correction Classes 185
State City Employment Service 28
State Department of Industrial Relations..... 179
State Division of Factory Inspection 84
State Emergency Relief Administration 19
Sterling House 92
Sunbeam Circle 174
Sunbeam School 182
Sunny Acres 203; 216; 218

T

Talking Books 169
Therapy 175
Thurston, Dr. Henry W. 67
Travelers Aid Society 51
Tremont Center 244
Tremont School 88; 130; 151
Tremont Service Bureau 245

U

U. S. Children's Bureau 180; 240
U. S. Marine Hospital 46; 189; 191

U. S. Veterans Administration 45
University Hospitals 107; 176; 189; 199; 203
See also Babies' and Children's Hospital, Lakeside Hospital, Maternity Hospital, Rainbow Hospital.
University Public Health Nursing District....207; 209
University Settlement 131; 133

V

Veterans of Foreign Wars 47
Visiting Nurse Association 129; 205; 209
Vocational Guidance Department, County Child Welfare Board 163
Vocational Rehabilitation 179
Volunteer Department of Welfare Federation.. 240

W

Wade Day Nursery 76
Wade Park 153; 154
Wages and Hours Law 88
Warrensville Sanatorium 218
War Risk Insurance 44
Washington Park 154
Wayfarers' Lodge 17; 35; 49
Welfare Association for Jewish Children 56; 68; 78; 81
Welfare Council 230; 234
Welfare Federation of Cleveland 32; 118; 196; 202; 215; 230; 233; 237; 249
Welsh Home 227
Western Reserve Conference on Child Care....78; 231
Western Reserve Historical Society..... 156
Western Reserve University 34; 37; 67; 92; 131; 199; 247
West Side Community House.....132; 133
West Side Community House Nursery..... 76
Williams, Whiting 233
Woman's Hospital 201; 203
Women's Christian Temperance Union.....73; 126
Women's City Club 85; 242
Women's Philanthropic Union 126
Women's Police Bureau 52; 84; 86
Women's Protective Association 92
Woodland Center Neighborhood House 133
Woodland Hills Park 154
Workhouse 54; 216; 217
Workmen's Compensation 179
Works Progress Administration (W.P.A.) 21; 24; 154; 162; 165

Y

Young Men's Christian Association.....69; 136; 163
Young Women's Christian Association.....139; 163